DOCUMENT RESUME

ED 125 136 EA 008 464

TITLE	Educational Policy and Planning. Canada IV. Review of Educational Policies in Canada: Ontario.
INSTITUTION	Organisation for Economic Cooperation and Development, Paris (France).
PUB DATE	75
NOTE	194p.; For related documents, see EA008461-466
AVAILABLE FROM	OECD Publications Center, Suite 1207, 1750 Pennsylvania Avenue, N.W., Washington, D.C. 20006 (free)
EDRS PRICE	MF-$0.83 HC-$10.03 Plus Postage.
DESCRIPTORS	Adult Education; Attendance; Educational Change; *Educational Finance; *Educational History; Educational Objectives; Educational Planning; *Educational Policy; Educational Research; Elementary Secondary Education; Federal State Relationship; Higher Education; *Organization; Post Secondary Education; State Departments of Education; *State Programs; Statistical Data; Tables (Data); Vocational Education
IDENTIFIERS	*Ontario

ABSTRACT

This volume, the fourth in a six-volume review of educational policy and planning in Canadian education, deals with Ontario. Sections of this volume consider the historical overview of education in Ontario; elementary and secondary education, including goals and objectives of elementary and secondary education, system structure, research and development, support functions, and delivery functions; and postsecondary education, including colleges of applied arts and technology and other vocational education, universities and related institutions, finance, the government position in formal postsecondary education, formal adult skill training, nonformal learning and cultural enrichment, and major issues and trends in postsecondary education. (Author/IRT)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED125136

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

EDUCATIONAL POLICY AND PLANNING

CANADA

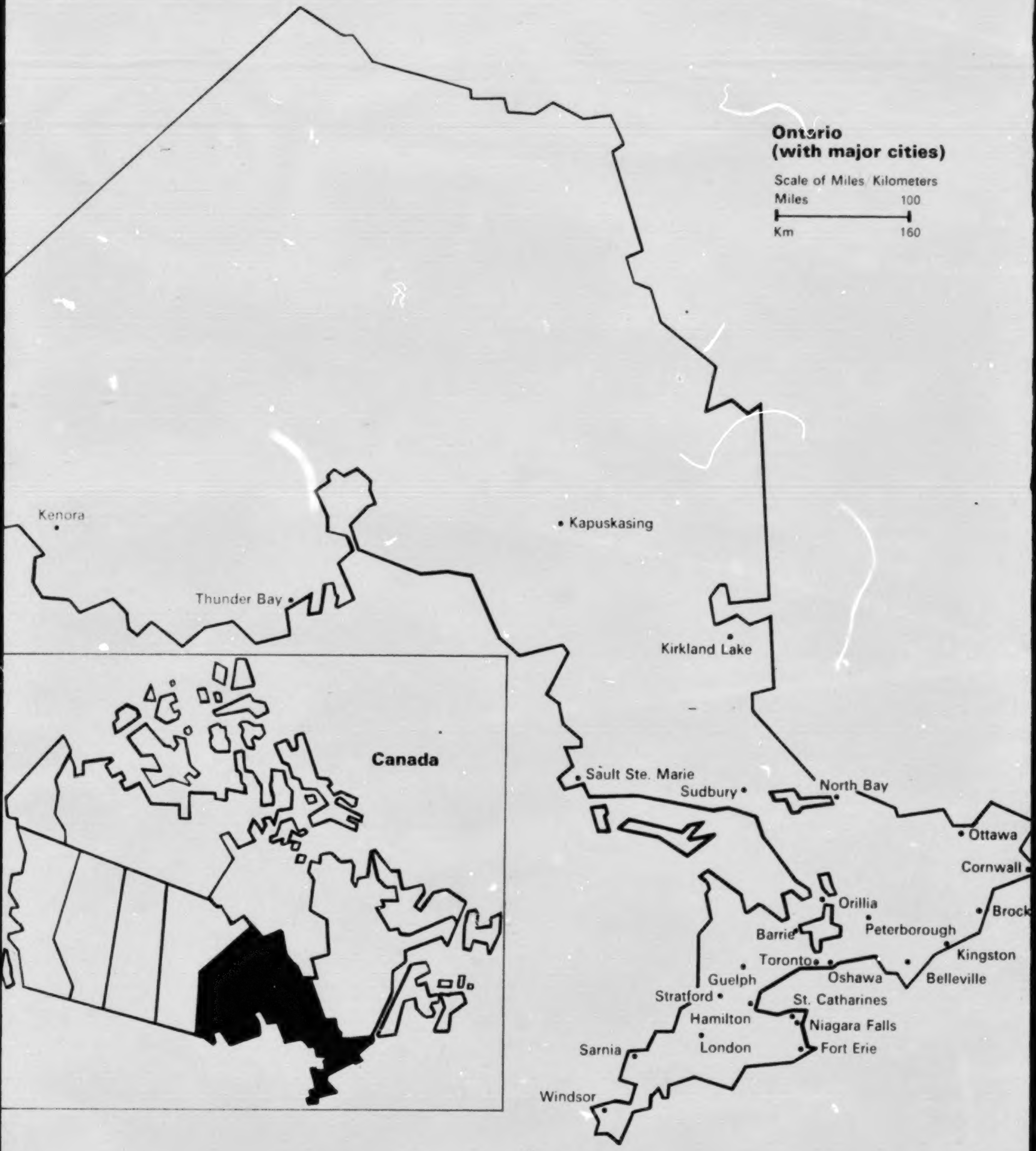
IV

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

PARIS 1975

2

EA 008 464


Ontario
(with major cities)
Scale of Miles/Kilometers
Miles 100
Km 160
Kenora
Kapuskasing
Thunder Bay
Kirkland Lake
Canada
Sault Ste. Marie
Sudbury
North Bay
Ottawa
Cornwall
Orillia
Brock
Barrie
Peterborough
Kingston
Toronto
Oshawa
Belleville
Guelph
Stratford
St. Catharines
Hamilton
Niagara Falls
Sarnia
London
Fort Erie
Windsor

REVIEW OF EDUCATIONAL POLICIES

in

CANADA

ONTARIO

Submission

of the

MINISTER OF EDUCATION

and the

MINISTER OF COLLEGES AND UNIVERSITIES

for the Province of Ontario

1975

TABLE OF CONTENTS

PART I PAGE

CHAPTER I HISTORICAL OVERVIEW OF EDUCATION IN ONTARIO.......... 1

A. The Pioneer Period 1800-1840.................... 2

B. The Start of the Separate School System.......... 4

C. A Period of Growth 1840-1870.................... 4

D. A Period of Consolidation 1870-1900.............. 6

E. The Twentieth Century........................... 7

F. The Structure of the Government of Ontario....... 12

PART II ELEMENTARY AND SECONDARY EDUCATION.................. 15

CHAPTER II GOALS AND OBJECTIVES OF ELEMENTARY AND SECONDARY EDUCATION IN ONTARIO.............................. 15

CHAPTER III SYSTEM STRUCTURE.................................. 21

A. Ministry Organization........................... 21

B. Local Organization Structure.................... 24

C. Federal/Provincial Relationships................ 27

D. Educational Organizations.................... 27

- 1. Teacher Organizations.................... 27
- 2. Trustee Organizations.................... 27
- 3. Parent Organizations.................... 29
- 4. Education Officials Organizations........ 30

CHAPTER IV RESEARCH AND DEVELOPMENT.......................... 32

A. Curriculum Development....................... 32

B. Research...................................... 35

C. Planning...................................... 37

CHAPTER V SUPPORT FUNCTIONS................................. 39

A. Financial..................................... 39

B. Ministry Educational Services................ 41

- 1. The Education Resources Allocation System................................. 41
- 2. Data Processing Services................. 43
- 3. The Student Guidance Information Service................................. 45
- 4. Other Services........................... 46

C. Board Educational Services and Functions...... 46

D. Teacher Education.............................. 50

E. Supervision.................................... 52

CHAPTER VI DELIVERY FUNCTIONS............................... 54

A. Policy and Program Delivery.................. 54

B. Education of Native People................... 59

C. Recurrent Education.......................... 62

D. Education of Exceptional Children............ 63

E. French and English Language Education........ 66

F. Use of Languages Other than English and French.................................. 69

G. Utilization of School Facilities............. 70

H. Organization of School Programs.............. 73

PART III POST-SECONDARY EDUCATION

INTRODUCTION.. 79

CHAPTER VII COLLEGES OF APPLIED ARTS AND TECHNOLOGY (CAATs) AND OTHER VOCATIONAL EDUCATION.. 80

A. The Institutions.............................. 81

  1. Objectives.............................. 82
  2. Legislative Authority.................... 83

B. Governance.................................... 86

  1. Institutional Government................ 86
  2. System Co-ordination.................... 86
  3. Advisory Agencies....................... 88

C. Programs...................................... 89

  1. Admissions.............................. 89
  2. Transferability......................... 89
  3. Divisions............................... 89

D. Teaching Staff................................ 91

  1. Qualifications.......................... 92
  2. Salaries................................ 92

E. Enrolment..................................... 92

  1. Programs................................ 93
  2. Graduates............................... 93

F. Other Vocational Education.................... 93

1. Colleges of Agricultural Technology...... 93

2. Health Occupations....................... 94

3. Crown Agencies........................... 95

CHAPTER VIII UNIVERSITIES AND RELATED INSTITUTIONS............ 97

A. Governance.................................. 98

1. Legislative Authority.................... 98

2. Objectives............................... 98

3. Institutional Government................. 100

4. Government/Institution Interface......... 100

B. Programs.................................... 103

1. Admissions............................... 103

2. Faculties................................ 103

3. Programs................................. 104

4. Research................................. 104

C. Faculty Characteristics..................... 108

1. Citizenship.............................. 108

2. Salaries................................. 109

3. Staff/Student Ratios..................... 109

D. Enrolment................................... 109

1. Programs of Study........................ 112

2. Degrees Granted.......................... 112

CHAPTER IX FINANCE.. 116

A. Formula Funding................................ 117

1. Operating Expenditure.................... 118

2. Capital Assistance....................... 119

B. Federal/Provincial Relations.................. 121

1. The Adult Occupational Training Act, 1967............................... 121

2. The Health Resources Fund................ 122

3. Federal/Provincial Fiscal Arrangements Act, 1967.................. 122

C. Development of Student Assistance............ 122

1. Advisory Agencies........................ 123

2. Administration........................... 124

D. Student Assistance Programs and Policies...... 124

1. Graduate Support......................... 124

2. Ontario Student Assistance Program: OSAP........................... 125

3. Aid to Part-time Students................ 126

CHAPTER X FORMAL POST-SECONDARY EDUCATION AND THE GOVERNMENT POSITION............................... 128

A. Organizing the Structure of Post-Secondary Education.................................. 128

1. Consolidation of the Components of Formal Post-Secondary Education.......... 129

2. Management Reorganization Within MCU..... 129

3. Development of Interface Mechanisms...... 131

B. Development of Policy ... 131

  1. The Demand for Post-Secondary Education ... 132

  2. Geographic Accessibility ... 132

  3. Special Provisions: Church-Related Colleges and Bilingual Programs ... 133

  4. Quality of Post-Secondary Education ... 134

CHAPTER XI FORMAL ADULT SKILL TRAINING ... 135

A. Governing Authority and Administration ... 135

  1. Legislation ... 135

    Adult Occupational Training Act ... 135

    Apprenticeship and Tradesmen's Qualification Act, 1964 ... 136

    The Private Vocational Schools Act, 1974 ... 136

  2. Government Administrative Structure ... 136

    Regulation of Private Vocational Schools ... 137

    Manpower Training Branch ... 137

    Ontario Manpower Co-ordinating Committee ... 137

    Advisory Agencies ... 137

B. Programs and Enrolments ... 139

  1. Apprenticeship ... 140

  2. Examination and Certification of Tradesmen ... 140

3. Adult Training (Canada Manpower Training Program - CMTP)................ 140

4. Training in Business and Industry (TIBI). 141

5. Short-term Training in Industry - STIT (Canada Manpower Industrial Training Program - CMITP)........................ 141

6. Modular Training........................ 142

7. Private Vocational Schools............... 142

C. Provincial Policy............................ 143

1. Manpower Policy.......................... 143

2. Manpower Training Policy................. 144

3. Basic Issues............................. 144

CHAPTER XII NON-FORMAL LEARNING AND CULTURAL ENRICHMENT....... 145

A. Government Organization...................... 145

1. Cultural Affairs Division................ 145

2. Cultural Agencies........................ 145

3. Historical Heritage...................... 147

4. Museums.................................. 148

5. Provincial Library Services Branch....... 149

6. Other Ministries......................... 149

B. Open Sector Activities........................ 150

1. Continuing Education in The Institutional Setting.................................. 151

2. Broadcast Facilities..................... 151

3. Grants to the Arts....................... 152

4. Outreach Ontario......................... 153

C. Government Policy........................... 153

  1. Policy Formulation....................... 153

  2. Decentralization......................... 154

  3. Provisions for Bilingualism.............. 155

  4. Expansion and Enrichment................. 156

  5. Funding.................................. 156

CHAPTER XIII MAJOR ISSUES AND TRENDS IN POST-SECONDARY EDUCATION 158

A. Recommendations for Reform..................... 159

  1. The Commission on Post-Secondary Education in Ontario (COPSE)....................... 159

  2. The Dupré Report: Federalism and Policy Development: The Case of Adult Occupational Training in Ontario...................... 161

  3. Task Force on Industrial Training (The Dymond Report)..................... 162

  4. Committees of the Legislative Assembly... 163

B. Formats for the Future......................... 164

  1. The Emergent Pattern..................... 164

  2. Trends Within Components................. 165

  3. Post-Compulsory Resources and Regionalization........................... 166

C. Financing Post-Secondary Education............ 166

  1. Competition for Public Funds............. 167

  2. Distribution of Public Funds............. 167

  3. Alternative Sources of Funding........... 167

D. Increasing Accessibility in Ontario........... 168

1. Financial Accessibility.................. 169

2. Geographic Accessibility................. 169

3. Linguistic Accessibility................. 170

4. The Age Factor........................... 170

5. The Sex Factor........................... 171

6. Future Developments...................... 171

GLOSSARY.. 173

REFERENCES.. 176

BIBLIOGRAPHY.. 180

HISTORICAL OVERVIEW OF EDUCATION IN ONTARIO

1. The aims, the organization and the administration of education are influenced by social, geographic, economic, and cultural conditions. Before examining the education system of Ontario in detail it would be well to consider, in general, how these conditions have affected the people of Ontario.

2. Ontario is in area the second largest province in Canada; the largest is Quebec. Ontario has a total area of 412,582 square miles including 49,400 square miles of lakes and rivers and a total population of about 8,000,000. Lying between the provinces of Quebec and Manitoba, it extends 1,000 miles from east to west and more than 1,000 miles northward from the Great Lakes to Hudson Bay.

3. Although the province is actually made up of several geological formations, it is commonly divided into two sections — Southern Ontario and Northern Ontario. The fertile soil and favourable climate of Southern Ontario support well-developed farming communities and thriving commercial and industrial centres, the largest of which is the city of Toronto, capital of Ontario. The Great Lakes and the St. Lawrence River form an inland waterway, which carries much of the commerce of the central part of the continent and gives access to the Atlantic Ocean. About half of Ontario's population is located along the shores of this inland waterway.

4. Northern Ontario includes more than two-thirds of the area of the province. It is rugged country to a large degree, composed of a succession of rounded hills. It has countless rivers and lakes of irregular shape and varying size. Most of it is not well suited for agriculture — although there are notable exceptions — but the north is an incredibly rich storehouse of mineral and forest wealth, an important source of hydro-electric power and a popular vacation land. In fact, its popularity as a vacation land has led some harassed city-dwellers to move to the north and take on new careers.

5. Ontario is divided geographically into 10 districts in the north and into 27 counties, 10 regional municipalities, 1 district municipality and the Municipality of Metropolitan Toronto in the south. The districts include 76 per cent of the total area but the counties and municipalities contain 93 per cent of the total population.

6. The people of Ontario are predominantly of British origin with the next largest segment being of French origin. Although not as many in number there are people referred to as the native people — Indians, Metis, and Inuits. In addition to the people who have been here since the "beginning", many other people have chosen to make Ontario their home over the years; their origins include countries all over the world.

7. Of the people of Ontario, 87.3 per cent speak English only; 9.3 per cent speak both English and French;[1] 1.2 per cent speak French only and 2.2 per cent speak neither English nor French. Of the many religious denominations, eight have more than 100,000 members. The three largest, in order of size, are Roman Catholic, United Church and Anglican. Seventy-one per cent of the Ontario population are contained in these three groups; only 4.5 per cent of the population have no religious affiliations.

8. Current population forecasts predict that Ontario's population will grow from slightly less than eight million in 1973 to over nine million by 1983. More striking than the increase in population, however, is the growth of cities, towns and suburban areas. At the turn of the century the ratio of urban to rural population was two to three; in 1971 it was nearly five to one.

9. It is to be expected that such a large province, with a great variety in climate, natural resources, and type of population, should have many educational problems. Climatic conditions affect the type of school building and transportation of pupils. The varying density of population and environmental differences make it very difficult to provide a uniform quality of education, though this is being more and more nearly achieved. The rapid growth in population, in particular that caused by immigration, has created many special needs. Educational facilities have had to be provided not only for a greatly increased school population, but also for many thousands who were unfamiliar with Canadian culture and languages. Underlying all such special needs is the question of financial resources. Expenditures for education have ranged widely in government priority as societal needs have changed: for example, educational finance was given very high priority in the 1960s but more moderate priority in the 1970s as other problems have emerged — notably environmental — and as enrolments have declined in the most recent years.

A. The Pioneer Period 1800-1840

10. The beginning of Ontario's present education system can be found in the early nineteenth century, although there had been schools established for many years before (the first was a French-language school established in 1678). The population of Ontario at the time was about 70,000. In general life was quite rigorous, there was little leisure or opportunity for intellectual or aesthetic pursuits of any kind and there were few books and newspapers. The schools of this period were generally for those who might be expected to enter the professions or take positions in the government. There was no prescribed course of study, no teacher education and no inspection system to ensure any degree of uniformity.

11. The first Act having significance in Ontario education was passed in 1807; An Act to Establish Public Schools in each and every District of this Province. This Act provided grants of 100 pounds per year each to the masters of eight public (grammar) schools. In addition to these schools, some private schools and a few "academies" — founded as voluntary efforts by religious bodies or by townspeople — came into existence. By 1839 there were about 40 or 50 schools which might be described as secondary on the grounds that they offered advanced instruction — advanced in the sense that it was for entering the professions or the government. Of these, 13 were public schools; the rest were private schools or academies. The population during this time had grown to nearly half a million.

12. Attempts were also made to establish institutions of higher learning. Although the foundations for higher education had been laid as early as 1797, when a land grant of 230,000 acres was made for the support of a provincial university, a royal charter for an Anglican university, granted in 1827, was not realized until 1843 (in the form of King's College) due to problems over denominational claims to the operation of the university. The passing of The University of Toronto Act in 1849 ended denominational claims to public support by centralizing and secularizing higher education in the province. (See Chapter VIII for further discussion).

13. Elementary schools were established more slowly. The parliamentarians of the day were not vigorous in their pursuit of education for the many. In 1816, however, an Act was passed to provide for the operation of elementary schools. It set aside money — largely for the payment of teachers' salaries — to supplement the taxes and other contributions collected from parents. Each school was to have three elected trustees whose main task was to see that a building was built and maintained and that a teacher was hired and paid. It was left to the teacher to determine what was taught. Shortly afterwards attempts were made to bring all education under the direction of the central authority through the appointment of a General Board of Education by the Legislature in 1823. These attempts at centralization were short-lived, however, and the General Board was disbanded in 1833.

14. The schools of the 1830s were staffed by untrained teachers, frequently retired soldiers or newcomers who were not qualified or trained for more lucrative pursuits. The range of content in courses was narrow — consisting at most, perhaps of spelling, reading, writing, arithmetic, grammar and geography — but this was consistent with the limited aims of education. Most parents thought that children derived little advantage from more than the minimum of "book learning" required for the simple business of contemporary and mainly rural life. The usual education, therefore, consisted only of an introduction to the basic skills.

B. The Start of the Separate School System

15. In 1839 the Legislature of Upper Canada appointed a commission to inquire into the state of education in Upper Canada. It recommended, among other things, that the control of common schools be vested in a provincial board of commissioners. In 1841 an Act dealing with the common school system was passed, and it provided, again among other things, for the establishment of what are now known as separate schools.

16. An important step in the development of separate schools was taken in 1863 with the passing of an Act entitled An Act to Restore to Roman Catholics in Upper Canada Certain Rights in respect to Separate Schools. This Act was important because it provided the basis on which the rights and privileges of Roman Catholic separate schools were preserved by The British North America Act passed by the Imperial Parliament in London, England in 1867.

17. A resolution for The Act of Confederation of 1867 led to provisions in The British North America Act for separate schools. The resolution stated that the legislature of each province would have power to make laws respecting education "saving the rights and privileges which the Protestant or Catholic minority in both Canadas may possess, as to the Denominational Schools, at the time when the Union goes into effect". On the basis of this resolution Section 93 of The British North America Act, protecting denominational schools, was founded.

18. In the years since Confederation, changes in provincial legislation have resulted in an enlargement of the rights and privileges existing at the time of Confederation or, at least, so it has been argued.

19. The question of further extensions to such rights and privileges was given a severe test as recently as 1971 when a prominent issue of the provincial election of that year was the extension of financing to the separate schools. (Under legislation, publicly-financed separate schools offer instruction up to and including grade 10 but not beyond. The extension, therefore, was to include grades 11, 12 and 13). The party in power took a position against the extension and the two opposition parties took positions in favour. The party in power was returned with an even greater majority than it had held prior to the election. Some people have interpreted this as being an indication of the public sentiment in the province at that time.

C. A Period of Growth 1840-1870

20. During the period 1840-1870 the population of Ontario grew to 1,620,000. In the 1840s there was a rapid rise due to a flood of immigration and afterwards a steady increase. Urban centres increased in size and number; railways were built; the number of books available increased and reading became more popular.

21. The man of the times in education was Egerton Ryerson, appointed Superintendent of Education in 1844. It was he who created the Ontario school system. He set up a strong central authority to prepare regulations, to draw up an elementary course of study for the whole province, to enforce the use of a single set of authorized textbooks, and to control the qualifications of teachers. At the same time, he delegated to local school boards definite responsibilities, including the engagement of teachers and the building and maintenance of the schools. During the period 1850 to 1870 he persuaded 4,000 out of 4,400 school boards to finance education entirely from local taxes and thus provide free schools.

22. One of Ryerson's most significant innovations was the establishment in 1847 of the Toronto Normal School as the first step in formal teacher education.

23. Ryerson's era was one of rapid growth and development in Ontario education. Between 1845 and 1871, enrolment in common schools increased at a rate approximately twice that of the population. The school year expanded from eight months to over eleven months. Compulsory attendance for part of the year was introduced in 1871. The length of time a child spent in school was about twice as long by the end of Ryerson's time as it was for the pioneer child and the study of grammar and geography became more the norm than the exception it had been for the pioneer child.

24. The amount spent on salaries of teachers and maintenance of schools was over four times as great in 1870 as in 1850. At the beginning of Ryerson's time there were no common school libraries; by his retirement in 1876 there were 1,146 with a quarter of a million volumes.

25. The most striking innovation of the period was a new method of class teaching — by oral question and answer — a dramatic change from the straight memorization of previous years. This was the result of Pestalozzian influence which Ryerson spread by way of his Journal of Education and the teacher education institution.

26. While education in the elementary schools was developing rapidly, it was in the secondary schools that a fundamental change occurred. In 1853 The Act to Amend the Law Relating to Grammar Schools in Upper Canada was passed which made two fundamental changes; firstly, it required the county councils to appoint the trustee boards, thus instituting an indirect type of local control; secondly, it encouraged the establishment in smaller centres of the so-called union schools, which consisted of grammar schools linked to common schools. The aim of the second change was to make secondary education available to more young people.

D. A Period of Consolidation 1870-1900

27. The period 1870-1900 is regarded as a period of consolidation. Ontario was now a member of a growing national federation. Provinces were becoming linked by railways and postal service, and new, broader horizons were opening up for many individual citizens.

28. These broader horizons were reflected in education. School readers were supplemented by texts containing more imaginative prose and poetry of literary merit. Literature and music were added to the elementary curriculum. More time was spent on literature, modern languages and science in the secondary schools. More optional subjects were available. In 1871, the common schools were designated "Public Schools" and made free and open to all and in the same year the grammar schools were renamed high schools. Enrolment increased nearly 300 per cent during the period, whereas the general population increased only 50 per cent. The office of Chief Superintendent of Education was discontinued in 1876 with Ryerson's retirement, and the direction of publicly-supported education was placed under a Minister of Education responsible through the Government and the Legislature to the people.

29. A scheme of distributing legislative grants on the basis of examination results was introduced in 1871. The direct consequence of this was an increase of pressure and "cramming" in these schools. Pedagogical skill tended to consist only in drilling into the student whatever could be made use of in a test. The scheme was discontinued in 1882 but the dominance of the written examination remained for many years after.

30. In an attempt to increase the level of professional training among elementary school teachers the Government devised a plan which resulted in rather easy entrance to teaching. A non-professional Third Class Certificate was offered on the basis of an examination which could be passed after a year of cramming at high school; then a professional certificate was awarded after 13 weeks of attendance at a county model school. Teachers who remained in the profession were required to improve their academic and professional qualifications at high school and normal school, but the effect of the easy entrance into teaching was that more than half the schools of the province became staffed with temporary teachers. Teaching tended to become merely an avenue to other occupations. Moreover, the plan resulted in too great a supply of teachers; consequently, salaries declined.

31. Late in the century the eight year system became the accepted pattern in the elementary schools and in the 1890s a unified high school program was designed to lead to a unified set of examinations, and "matriculation" became both the symbol of successful completion of secondary school and of readiness to enter university.

32. A differentiation was created about this time between the two types of secondary schools — high schools and collegiate institutes. The collegiate institutes numbered about one-third of the high schools and they were substantial institutions, maintaining the classical emphasis of the grammar schools. They were invariably equipped with libraries and scientific apparatus. The original distinction between the two types had been based on the collegiate institute having at least 60 boys studying Latin and at least four teachers with specialist degrees. In the 1880s examination results were made the basis for distinguishing between the two institutions. In present times the name of the school is no longer significant. The success rate of the typical secondary school — be it high school or collegiate institute — was not high. Of 160 pupils in the typical school, only one would matriculate at the senior level during the 1890s.

33. The major legislative influence on higher education during the latter half of the nineteenth century was The Federation Act of 1887 which provided for the incorporation of the denominational universities with the provincial university.

E. The Twentieth Century

34. During the first 40 years of the twentieth century, elementary schools showed only a moderate gain in enrolment in proportion to total population, but at the same time the elementary school program was broadened. In 1904, nature study, art, manual training, and household science were added to the curriculum. Even more important was the introduction of new programs of study in 1937 and 1938. In comparison with the old curriculum the new one was suggestive rather than prescriptive, and flexible rather than uniform and standardized. It gave greater freedom to pupils and encouraged them to participate actively in the school program. It encouraged selection and enrichment of the content of the courses, at the discretion of the teachers, and provided for group undertakings of the comprehensive, life-situation variety. Emphasis was placed on creative work and aesthetic appreciation, and social studies were encouraged with a view to solving the problems of leisure and citizenship. Teaching became more skilful. Textbooks became more attractive and better prepared.

35. The expansion of secondary education during the same period was even more striking. In proportion to population, the average attendance of students in all types of secondary schools was three times greater in 1939-40 than at the beginning of the century. Much of this was due to an Act which, in 1919, raised the upper limit of the compulsory school attendance age, with certain exceptions, to 16 years. Some of the increase in the attendance ratio was also caused by a rapid growth in vocational education, stimulated from 1920 on by grants from the Government of Canada.

36. The secondary school curriculum, like that of the elementary schools, was modified to fit the times. Substantial changes were instituted in 1921 and subsequent years. Other major innovations were abolition of fees, increased legislative grants, and a radical transformation of the examination system.

37. The external examination system, which had previously been very rigid, was relaxed by a series of changes. As an alternative to the examinations, set by the Department of Education, recommendation of candidates by the principal of the school was introduced for more competent students in the intermediate years of the secondary school. Others could write if they wished to. Subsequently these examinations were abolished but examinations for upper-school students — those in their last year — were retained. Requirements for university entrance were relaxed, thereby giving greater freedom in the arrangement of courses in secondary schools. In 1967 external examinations for upper-school students (by this time known as grade 13) were abolished.

38. The first half of the twentieth century also witnessed a rapid expansion of vocational education at the secondary school level. The number of pupils in vocational schools and courses increased between the two World Wars from a negligible proportion to 30 per cent of the total secondary school enrolment. Vocational courses were successfully made general and at the same time practical. However, some educationists, whose main interest was to increase the number of students who completed their education in the secondary school, opposed the segregation of the new vocational courses. A conflict arose between proponents of vocational and academic subjects. Happily, the conflicting views were largely reconciled toward the middle of the century.

39. Provisions for vocational education at the post-secondary level began in the mid-forties with the founding of provincial institutes of technology, administered by the Department of Education.

40. The period after the Second World War was one of exceptional expansion in Ontario's education system. The population expanded rapidly from four million in 1945 to eight million in 1975 — a 100 per cent increase in 30 years. This was attributable to both a high birth rate and to much immigration. The birth rate had been low all during the depression years of the 1930s but climbed rapidly, as might be expected, when servicemen returned home in 1946 and 1947. It continued climbing until 1958 but since then there has been, except for two years, a steady decline which is still in effect. Contributing factors are credited to be the use of birth control pills, changing attitudes and practices regarding abortion, increasing incidence of working wives, and perhaps many other factors as well.

41. There were significant changes in the age distribution of the total population during the post-war period — a fact which was of great interest to educators because of the effects on the provision of school facilities, the education of teachers, the increasing voice of youth and so on.

42. Although the percentage of the elementary school age group attending school has always been high — it is currently close to 95 per cent — there has been a significant increase in the percentage of the secondary school age group attending school. Since 1950 this percentage has doubled.

43. The net result of the population increase and the tendency to stay in school longer was that the education system had to provide for almost three times as many elementary pupils at the end of the current period as at the beginning and almost five times as many secondary pupils.

44. Perhaps the most significant changes in education in the period between the end of the Second World War and the present occurred in secondary education. Until the early 1960s most secondary school students were enrolled in the academic General course and essentially the only options to these students were in the number of academic courses taken. Those who were not in the General course took the Commercial course, the Industrial or Technical course and, to a much lesser extent, the Art course and the Home Economics course. Unfortunately, this period was marred somewhat by the feeling, on the part of many educators and parents, that courses other than the academic General course were meant only for an inferior type of student.

45. Following a ministerial committee report on the public and separate English-French bilingual primary schools published in 1912, Instruction XVII was passed restricting the use of French as a language of instruction. This action was greeted with strong resistance in Franco-Ontarian areas of the province, especially in Ottawa, where the Separate School Board refused to implement the change of policy and was deprived of government grants. In 1927, a second ministerial report on the same question effectively restored to Franco-Ontarians the rights to an education in their own language. A further significant development in French-language education occurred in 1962 when permission was given to use, under certain conditions, French as a language of instruction in two additional secondary school subjects — history and geography. Until this time, only Latin and French could be taught in French. In 1968, it became possible to teach all secondary school subjects using French as the language of instruction because legislation was passed which permitted the establishment of French-language secondary schools. Within a few years, enrolment in these schools grew to more than 30,000 students.

46. In the academic year 1962-63 a new program of courses, known as the Reorganized Program, was introduced to Ontario secondary schools. This program provided three main branches — Arts and Science, Business and Commerce, and Science, Technology and Trades — and three programs within each branch — two-year, four-year, and five-year programs. The Reorganized Program was introduced gradually during the sixties but it was not long before difficulties occurred. The social stigma previously associated with the Technical and Commercial schools was now felt by the two-year and four-year students. Moreover, it was not easy to change programs or branches with the result that some students were assigned incorrectly to a particular branch and program even though, in fairness to those who made such decisions, the indications may have been correctly interpreted at the time.

47. One of the benefits of the Reorganized Program was the proliferation of courses that were developed during the period. Attempts were made to provide a wide range of options for each branch and program combination with the result that many new courses evolved. This presented another difficulty, however, for students who spotted an interesting course in a different branch or program because they were unable to cross boundary lines.

48. Occupational and Special Vocational programs, which were ungraded and which grew in size during the period the Reorganized Program was in effect, developed from the two-year program. Students in these programs simply did not fit into the regular branches or programs and the rising enrolment indicated the increasing effort to accommodate them. These courses largely accommodated students intending to leave school in their sixteenth year.

49. During the late 1960s the Reorganized Program began first to blur along its boundary lines, then to disappear. Students were no longer confined to the "regular" program but instead were allowed to cross boundary lines and build individual programs from all branches and programs. The approach was introduced experimentally in six selected secondary schools, each of which developed its own individual approach. Courses were offered at two, three and even four levels of difficulty, from remedial to advanced. The basic unit of achievement was the credit, defined as being the amount of work that would normally be completed in 110 to 120 hours of scheduled time — roughly equivalent to one 40-minute period per day throughout the school year, a pattern that had existed for many subjects for several years.

50. For three years the Department of Education's Circular HS1, which provides guidelines for diploma requirements and for the organization of secondary schools, provided two alternatives — the new credit system and the conventional branch/program structure. School principals were encouraged, both in the document itself and through the Department's consultants to change to the credit system and most did. After the three-year "phasing-in" period the alternative was removed and all remaining schools were required to implement the credit system.

51. Implementation of the credit system was greatly assisted by advances in computer technology. Use of the computer to prepare individual timetables saved hours of tedious work on the part of principals and vice-principals. Implementation of the credit system also required increased guidance services so that students would be fully aware of all the possibilities open to them. It became increasingly important for students to make longer range decisions so they would not discover, too late, that they could not proceed in their chosen career path because of insufficient or inappropriate credits.

52. Changes in the elementary schools were perhaps not so dramatic as in the secondary schools but were, nonetheless, quite frequent and extensive. The most important changes were in methodology and school organization.

53. The period of the sixties was one of experimentation in the elementary schools. New teaching techniques and different classroom organization patterns were tried — some with more success than others. During the same period the report, Living and Learning, of the Provincial Committee on Aims and Objectives of Education was published, a report that highlighted progressive ideas more than ever before. The Provincial Committee on Aims and Objectives was established originally to set forth the aims of education for the educational system of the province. There was particular reference to objectives for children in the elementary school and to the means by which these aims and objectives might be achieved.

54. W. G. Fleming in his book Education: Ontario's Preoccupation says "The report was several things: an adoring tribute to the nature of the child; a statement of limitless faith in his potentialities if developed in an ideal educational environment under the guidance of inspired teachers; an assertion of his claim to an ideal education; a description of the ideal learning environment; a powerful condemnation of rigid, inflexible, outmoded, and reproductive activities and practices found in schools and school systems in Ontario; a set of proposals for the organization and administration of schools; an outline for the handling of educational programs for different types of handicapped children; and various suggestions for improving structural and operational aspects of the system, including the Department of Education. Its style was a mixture of the inspirational, the hortatory, and the descriptive. Numerous and colourful illustrations gave it the kind of attractive appearance that ensured widespread distribution. For an educational document one can probably assume safely that it attracted an unusually wide readership".

55. The report has been both criticized and praised; it was cited by some as being indicative of departmental thinking at the time and yet regarded by others as a severe criticism of departmental policy. However, the report has no doubt had considerable — even if not completely measurable — influence on Ontario's education system. An assessment three years after publication revealed that over seventy per cent of the recommendations had been implemented in total or in part. Whether this would have occurred anyway — that is, without the report — is a debatable question.

56. The decade of the 1960s produced an organizational change in the system that was significant. For years, the system had comprised thousands of local school boards and this was proving to be detrimental to the provincial government's attempts to equalize educational opportunity across the province.

57. As a first step in the consolidation process, an amendment to The Public Schools Act was passed which declared that as of January 1, 1965, every rural township would constitute a school area. Also, all village, town, or city districts with a population of less than 1,000 or an average daily attendance at school of less than 100, were attached to the adjacent township school area. This first step eliminated about 1,500 rural school boards, reducing the number of public elementary school boards from 2,419 to 1,037.

58. In late 1967, the Premier announced that legislation was forthcoming to reduce further the number of administrative units for public and secondary schools to approximately one hundred boards of education. Except for Metropolitan Toronto and a few other major cities, where the existing boards would not be changed, the basic unit in Southern Ontario would be the county and suitable units would be designated in Northern Ontario. The establishment of larger units for separate schools was also under consideration. All of these changes were to come into effect January 1, 1969. The final result, after all transition periods were over, was approximately two hundred school boards, a significant reduction from the thousands which had existed previously. The types of boards and their responsibilities are discussed more fully in Chapter III.

59. The decade of the 1960s was an outstanding expansionary era for post-secondary education. Not only were five universities founded but 19 colleges of applied arts and technology were also inaugurated. (See Chapter VII). The total full-time enrolment in all forms of post-secondary education grew from 43,458 in 1961 to 178,976 in 1971.

F. The Structure of the Government of Ontario

60. Having touched briefly on the organization of the Ministry of Education since the very early period of organization it is worth noting where the Ministry of Education fits in relation to other ministries of the government. Prior to 1972 the present Ministry of Education was called the Department of Education and it was one of several departments ~~in~~ the government. In 1972, however, the entire governmental structure was reorganized as the result of a report entitled Interim Report Number Three: Report On The Structure of Government and Interim Recommendations to the Executive Council prepared by the Committee on Government Productivity (COGP) — a very powerful committee formed to look at many aspects of the government's operation.

61. The committee recommended that policy fields be created within the government and the particular policy field to which the Ministry of Education and the Ministry of Colleges and Universities were assigned is called the Social Development Policy Field. Together with these ministries are the Ministry of Health, the Ministry of Community and Social Services, and the Ministry of Culture and Recreation. The committee defined the policy field as follows: "This policy field would be concerned with the well-being of individuals and families and would foster the development of favourable social conditions for the citizens of the province."

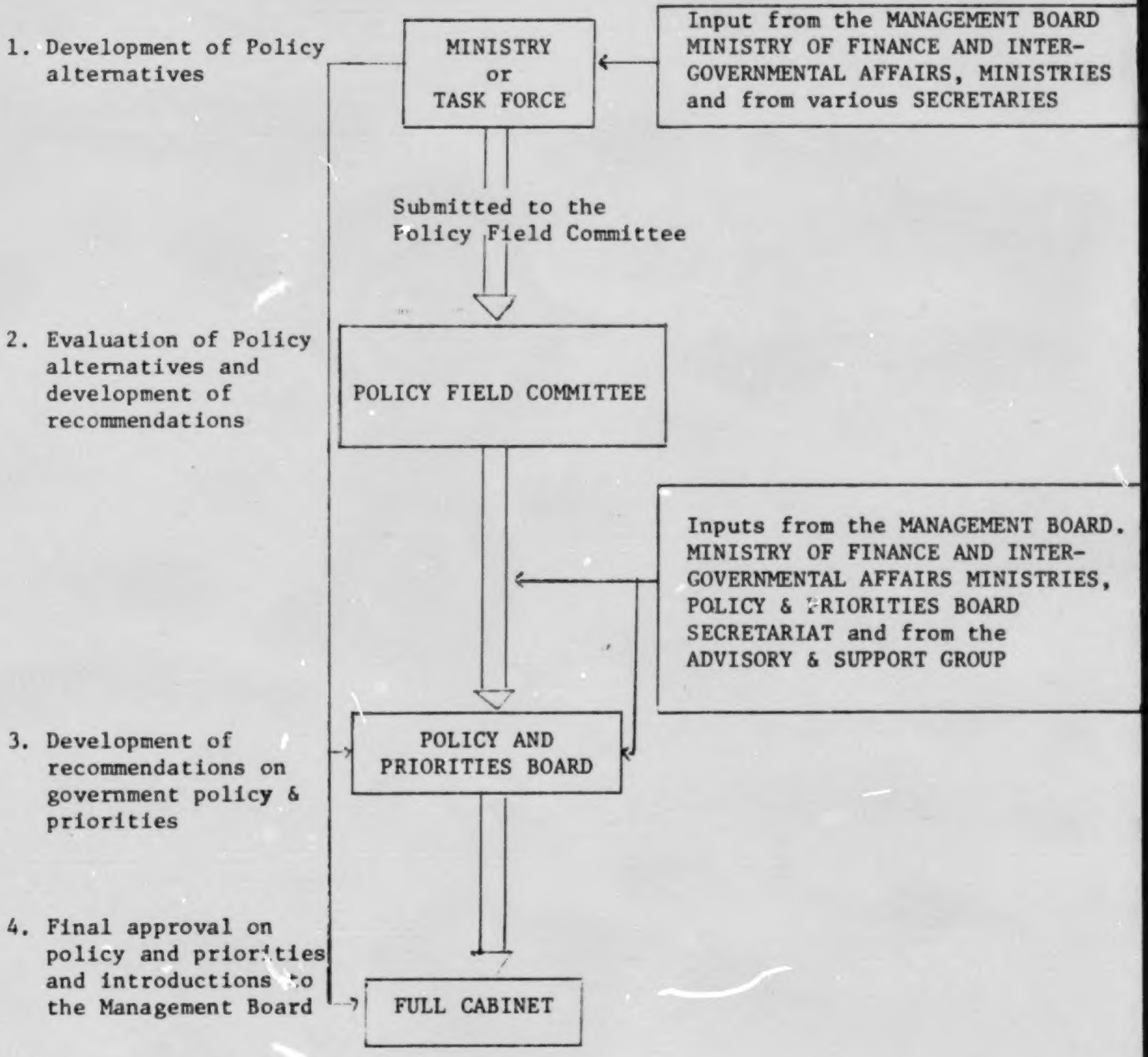
62. The Social Development Policy Field is managed through a committee, consisting of all the ministers within the field, which is chaired by another member of the Cabinet — the Provincial Secretary for Social Development. It establishes a regular forum for interministry issues and formal mechanisms for the resolution of possible interministry conflicts. It also provides a linkage in the procedural path between the next higher level group — the Policy and Priorities Board — and the operating ministries.

63. The membership of the Policy and Priorities Board comprises the Premier as Chairman, the Chairman of the Management Board of Cabinet, the Minister of Treasury, Economics and Intergovernmental Affairs and the three Provincial Secretaries — Resources Development, Social Development and Justice. The Board advises the Cabinet on overall government priorities, assesses all major proposals with regard to relative importance and relation to current programs, and initiates policy analyses by the relevant policy field on issues which are properly within the jurisdiction of any one ministry or agency.

64. The Management Board, whose chairman is a member of the Policy and Priorities Board, is the second senior committee of the Cabinet. It has responsibility for establishing the rules under which ministries acquire and use resources. It is composed of a full-time chairman, the Minister of Treasury, Economics and Intergovernmental Affairs, the Minister of Revenue and at least one minister from each policy field.

65. The full Cabinet is the final level of appraisal on policies and priorities. The actual process by which Cabinet considers policy issues and sets government priorities is illustrated by Figure 1 reproduced from page 64 of the COGP Interim Report Number Three.

Figure 1 THE POLICY MAKING PROCESS


1. Development of Policy alternatives
MINISTRY or TASK FORCE
Input from the MANAGEMENT BOARD MINISTRY OF FINANCE AND INTER-GOVERNMENTAL AFFAIRS, MINISTRIES and from various SECRETARIES
Submitted to the Policy Field Committee
2. Evaluation of Policy alternatives and development of recommendations
POLICY FIELD COMMITTEE
Inputs from the MANAGEMENT BOARD. MINISTRY OF FINANCE AND INTER-GOVERNMENTAL AFFAIRS MINISTRIES, POLICY & PRIORITIES BOARD SECRETARIAT and from the ADVISORY & SUPPORT GROUP
3. Development of recommendations on government policy & priorities
POLICY AND PRIORITIES BOARD
4. Final approval on policy and priorities and introductions to the Management Board
FULL CABINET

SOURCE: Committee on Government Productivity
Interim Report Number Three, December, 1971

PART II - Elementary
and Secondary
Education

CHAPTER II

GOALS AND OBJECTIVES OF ELEMENTARY AND SECONDARY EDUCATION

66. If the education system in Ontario were a centralized system and all decisions and plans were made by the Ministry of Education as the central authority, the goals and objectives of education in Ontario could be stated by simply stating the goals and objectives of the Ministry. This, however, is not the case in Ontario, with the consequence that there are likely as many statements of goals and objectives as there are educational agencies.

67. While the various statements of the educational agencies all share a common core, it would nevertheless be difficult to state them here in a manner that would be completely comprehensive. As a compromise solution this report delineates the major goal and objectives of the one central agency, the Ministry of Education. This goal and these objectives are likely to be contained, in whole or in part, in those of the local school boards except that their statements are likely to be more specific.

68. The stated goal of the Ministry of Education is "the attainment of educational quality and equality for all."[2] The Ministry fosters a wide range of opportunities so that every individual may experience a worthwhile education and may have access to further educational experience consistent with his needs and those of society. The Ministry also recognizes the right of every citizen of the province to receive his education in the official language of his choice.

69. In order to attain this goal, it is necessary to ensure that an effective, functional relationship exists between the Ministry and the local educational authorities. An important priority for the Ministry, therefore, is the provision of effective channels of communication through which school boards, municipal councils, teachers' and trustees' organizations, and the general public can express their views. In a very real sense, the Ministry formulates the philosophy within which educational opportunities will be offered, calls upon local authorities to fill in the detail of the pattern, and then offers assistance to them in a common endeavour to achieve effective results.

70. The operational pattern of the Ministry is the manifestation of the objectives that the Ministry endeavours to achieve through legislation and other means. Thus the Ministry has undertaken to provide:

(a) a full range of educational, cultural, and recreational programs within its jurisdiction;

(b) qualified personnel for these programs and activities;

(c) suitable facilities for recognized educational activities;

(d) the equitable distribution of available financial resources to meet objectives (a), (b) and (c).

71. As can be seen from these objectives, it is simply a matter of scale for the local school boards to adapt these objectives to their particular function. For example, where the Ministry's objective concerning the distribution of resources refers to school boards, the board's objective would refer to schools. Moreover, since these objectives are essential to any good education system, it is probable that their intent is in some way expressed in any statement of school board objectives.

72. In the light of the basic relationship between the Ministry and local school boards and the similarity of their objectives, it is possible to return to the four objectives of the Ministry and examine them in terms of the activities needed to achieve them.

(a) A full range of educational, cultural and recreational programs within the Ministry's jurisdiction

This objective is attained through the following activities:

(i) the preparation and dissemination of program guidelines;

(ii) assistance in the development and appraisal of courses of study at the local level;

(iii) the assessment of learning materials to determine their suitability for approved programs;

(iv) the support and promotion of research activities;

(v) the development of effective means of communication through which the Ministry, local authorities, teachers, students, and the general public can arrive at a reasonable understanding of educational policies, programs and activities, and of their roles in the process;

(vi) the development of means whereby the educational community of Ontario can learn about the latest trends and developments in education in all parts of the world;

(vii) the development of programs and facilities for students who have learning problems and students who are gifted;

(viii) the issuance of student diplomas and certificates;

(ix) the development of student records;

(x) the development and application of evaluation systems to ensure that programs of quality are being offered.

(b) Qualified personnel for these programs and activities

This objective is attained through the following activities:

(i) the determination of requirements for the certification of teachers and the establishment of requirements of conduct and practice while in service;

(ii) the certification of teachers, principals, and supervisory officers;

(iii) the operation of a teacher education college;

(iv) the development of agreements with provincially assisted universities to provide teacher-education programs;

(v) the provision of appropriate opportunities for qualified teachers and officials to continue to grow professionally while in service;

(vi) the provision of certain consultative services to teachers and officials.[3]

(c) Suitable facilities for recognized educational activities

This objective is attained through the following activities:

(i) the assessment of local requests for new and/or improved facilities;

(ii) the assessment of all proposals and plans for new or improved facilities to ensure that adequate educational standards are met and that appropriate measures of economy have been applied;

(iii) the dissemination of information both through consultation and by means of publications to make local officials aware of the various alternatives in school design and construction;

(iv) the analysis of building costs, enrolment trends, and community-use concepts in relation to future construction needs.

(d) The equitable distribution of available financial resources to meet the Ministry's objectives (a), (b) and (c)

This objective is attained through the following activities:

(i) the determination of the cost levels at which effective educational programs can be offered;

(ii) The assessment of the amounts required to supplement local financial resources to ensure that adequate cost levels can be met in each area of the province;

(iii) the development and administration of mechanisms by which provincial funds are distributed on an equitable basis to local authorities;

(iv) the provision of consultative services to local authorities in the legislative grants area and in the development of effective budgeting and administrative techniques.

73. The role of the Ministry of Education must be flexible as changes in emphasis and direction are inevitable. With this in mind, the foregoing statement should be interpreted as relevant for the present but open to change as future circumstances dictate.

74. Whether or not objectives have been achieved is a difficult question to assess. In the belief that parents are in as good a position as anyone to evaluate the Ministry's degree of success in meeting its objectives, the Ministry commissioned a survey of their opinions concerning the quality of education provided their children. Some of the results of this research, which culminated in a report entitled Quality of Education in Ontario: A Survey of the Parents' Perspective, (1972) are described in the following sections.

75. The main objective of the research was to provide educational planners with attitudinal information which would assist them in assessing alternatives and assigning priorities. Parents were asked first of all to define their concept of quality education, then to state the goals of quality education. Other questions centred on what should be taught, how it should be taught, who the agents of quality education should be, (i.e., what should be the role of the parent, teacher, and student in quality education), how quality education should be administered, and what specific innovations should be instituted to foster quality education.

76. Nearly one thousand randomly-selected parents responded to the questionnaire devised by the researchers. The findings of the survey are quite extensive and are published fully in the report, but a few highlights from the report concerning parental impressions of quality are presented here.

(a) Generally, most Ontario parents in the sample of 988 have a favourable opinion of existing educational services in this province, as well as of the quality of education provided their children. Furthermore, the bulk of respondents believe their children are basically pleased with their education, perhaps even more so than the parents themselves.

(b) Most parents (68%) regard educational services as "good" or "excellent". Twenty-eight per cent are moderately impressed, describing the present educational trend as "adequate". Less than one in ten (7%) described the system as "poor" or "very poor".

(c) Concerning the quality of education provided their children, 85 per cent are "moderately to very happy". Only 15 per cent are "mildly to extremely unhappy".

(d) Most children (according to their parents) also seem to be pleased with their education. To be more specific, 87 per cent of parents claim their children are "moderately to very happy". Only 11 per cent claimed that their children are less than content.

(e) Elementary schools seem to afford greater parental satisfaction than secondary schools. Respondents with children in elementary schools are more likely to insist that existing educational services are better than adequate, to express moderate or strong contentment with their child's education, and to suggest that their child is pleased with the education provided.

(f) It was found that opinions change with age in that younger parents (in their twenties) were more apt to enthuse about their child's education than were parents in older age categories.

(g) Most parents (70%) feel that there has been some progress in education over the past five years. A sizeable minority (27%), however, do not hold this view. As in the case of some of the other questions, responses here varied with age, sex, education and according to whether the child was in elementary or secondary school. Generally, those most apt to believe that the system has improved are younger, female, have less education, or are parents of elementary children. Conversely, "secondary parents", older, male, or better-educated respondents are least likely to perceive progress.

(h) Despite the general contentment found among parents, considerable dissatisfaction was detected with regard to the vocational preparation today's schooling provides. Fifty-one per cent of the sample agree that "students are better prepared to go out in the working world than they were in the past." However, 47 per cent do not share this view .

77. Some of the other highlights included the finding that parents consider the single "best thing" about education in this province to be its universal availability. About an equal number felt that the variety of courses was the single "best thing". The areas most often singled out as the "worst thing" about education were teaching and superfluous curriculum.

78. Choosing from a list of suggested goals, parents felt — in order of importance — that quality education should stress: 1) learning skills, 2) occupational skills, 3) social skills, 4) cultural values, 5) moral development, and 6) the success ethic.

79. These and many other items of interest were presented in the research findings. When released, the report created considerable interest in the province, particularly because education was under attack from a number of directions at the time. No doubt this was largely the result of the experimentation and innovation that marked the "education boom" of the 1960s. The report tended to dispel much of the unrest in that it proved quite conclusively that the populace of Ontario was much more satisfied with the education system than would perhaps have been intuitively determined.

CHAPTER III

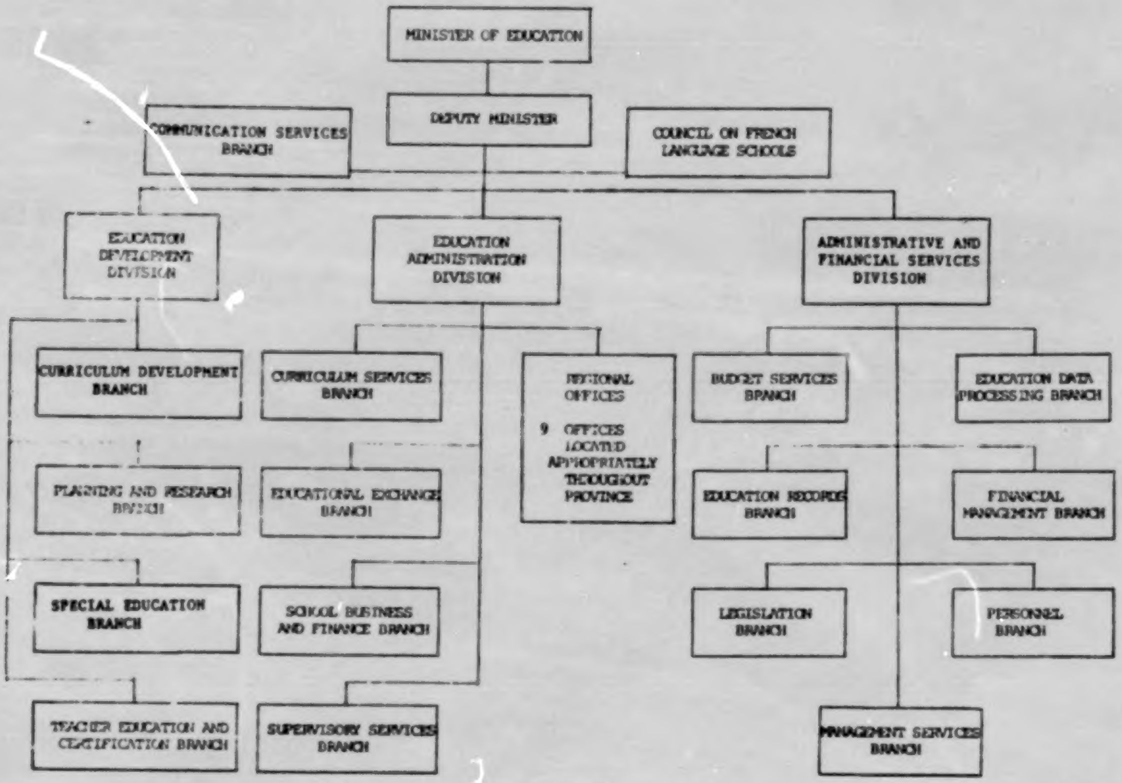
SYSTEM STRUCTURE

A. Ministry Organization

80. Since the inception of the provincial education system, the Ministry of Education has been reorganized from time to time so that it may effectively serve the changing needs of the province. The most recent organizational pattern was developed by a task force which was appointed in September 1971 to review the existing structure. The task force was composed of representatives from local school boards, the Ministry of Education, the government's Management Board, and two management consulting firms. The task force worked in conjunction with an advisory committee which had wide representation from the business community and post-secondary institutions as well as from the Ministry and local school boards.

81. The revised organization structure resulting from the task force's efforts became operational on April 17, 1972. Since then there have been a few minor changes leading to the present organization structure, shown in Figure 2.

Figure 2 Organization Structure, Ministry of Education, Ontario


MINISTER OF EDUCATION
DEPUTY MINISTER
COMMUNICATION SERVICES BRANCH
COUNCIL ON FRENCH LANGUAGE SCHOOLS
EDUCATION DEVELOPMENT DIVISION
EDUCATION ADMINISTRATION DIVISION
ADMINISTRATIVE AND FINANCIAL SERVICES DIVISION
CURRICULUM DEVELOPMENT BRANCH
PLANNING AND RESEARCH BRANCH
SPECIAL EDUCATION BRANCH
TEACHER EDUCATION AND CERTIFICATION BRANCH
CURRICULUM SERVICES BRANCH
EDUCATIONAL EXCHANGE BRANCH
SCHOOL BUSINESS AND FINANCE BRANCH
SUPERVISORY SERVICES BRANCH
REGIONAL OFFICES
9 OFFICES LOCATED APPROPRIATELY THROUGHOUT PROVINCE
BUDGET SERVICES BRANCH
EDUCATION DATA PROCESSING BRANCH
EDUCATION RECORDS BRANCH
FINANCIAL MANAGEMENT BRANCH
LEGISLATION BRANCH
PERSONNEL BRANCH
MANAGEMENT SERVICES BRANCH

82. A major principle underlying the present structure is the need to differentiate clearly between policy formation and program delivery[4]. Also recognized is the continuing need for a regional organization that functions as a direct link between the Ministry of Education and the local school boards. The need for effective liaison is vital because the ultimate responsibility for program delivery has been delegated to the local boards.

83. In keeping with these principles, the structure places the responsibilities of the Ministry within three major functional areas; the Education Development Division, the Education Administration Division, and the Administrative and Financial Services Division. These three divisions, each headed by an assistant deputy minister, are composed of branches, each of which is headed by a director. Within the branches there is a wide variety of classifications such as education officer, financial officer and so on.

84. The Education Development Division is responsible for ensuring the continuing evolution of an effective and high-quality education system. More specifically, it is responsible for initiating, conducting, and sponsoring research and planning activities relating to the short- and long-range needs of English and French speaking children in Ontario, for developing a wide range of educational policies and programs for all children and youth, including programs for exceptional children of all types, and for maintaining an adequate supply of teachers and related personnel to carry out these programs.

85. As the division bearing responsibility for research and planning, the Education Development Division must strive not only to be sensitive to the needs of the future but to maintain a high degree of responsiveness to the needs of the present. To this end, it must continually assess the efficacy of current educational programs and maintain close contact with the program delivery system.

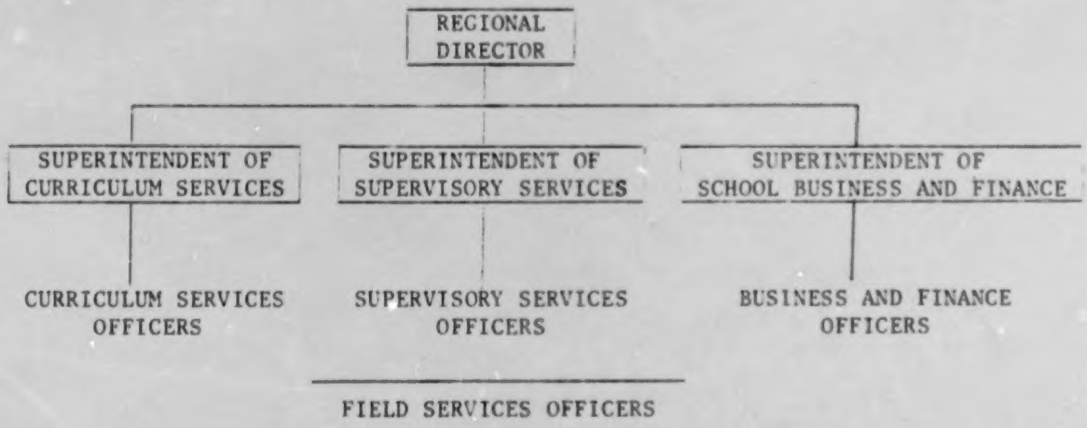
86. The Ministry of Education must ensure the development and maintenance of a school system that is responsive to the needs of individuals. The Education Administration Division is a highly responsive connecting link between the various levels of the education system from the Minister to the student. In providing this linkage it ensures effective policy delivery and implementation.

87. School boards carry out and implement the programs of the Ministry at the local level, and thus bear direct responsibility for the delivery of educational services within their particular jurisdictions. To assist the boards in this task, the Education Administration Division provides needed resources, advice, and guidance while at the same time developing the necessary evaluation techniques to ensure that high standards are being maintained.

88. The Administrative and Financial Services Division provides, within the financial framework laid down by government policy, the services required for the administration and operation of the Ministry. Included are services relating to the provision of certificates, diplomas, and scholarships for teachers and students, the maintenance of educational records, the provision of computer services for the Ministry and school boards, the development and interpretation of legislation, the management and development of Ministry personnel and the provision of budget services and the many financial systems and administration services essential to the efficient operation of a large organization.

89. The organization structure depicted in Figure 2 represents the first phase of the reorganization. After the Ministry accepted the recommendation of the task force with regard to the reorganization of the central office, the task force directed its attention to the regional structure of the Ministry. As of September 1, 1974, the regional offices have been operating under the structure shown in Figure 3.

Figure 3 Regional Office Organization


REGIONAL DIRECTOR
SUPERINTENDENT OF CURRICULUM SERVICES
SUPERINTENDENT OF SUPERVISORY SERVICES
SUPERINTENDENT OF SCHOOL BUSINESS AND FINANCE
CURRICULUM SERVICES OFFICERS
SUPERVISORY SERVICES OFFICERS
BUSINESS AND FINANCE OFFICERS
FIELD SERVICES OFFICERS

90. The three superintendents have a functional relationship with their respective central office branch directors. They, and the officers who work with them, work closely with their central office counterparts.

91. The regional offices have the responsibility of communicating and interpreting the policies and programs of the Ministry to the school boards in their regions. In so doing, they maintain close contact with all parts of the local board organization in order to be sensitive to their needs.

92. Regional officials assist school boards in developing school programs. This assistance covers a wide range of activities, particularly of a professional development character. These are described more fully in Chapter VI.

93. The organization chart (Figure 2) indicates two agencies that do not come under the aegis of the three divisions. One of these, the Communication Services Branch, has Ministry-wide relationships so its location in the structure is a logical one.

94. The other agency, the Council on French Language Schools, has as its chairman an official who has the rank and status of an assistant deputy minister. Established in 1972, the Council has a full-time chairman and is now comprised of nine members — five representatives from the Ministry of Education and four from educational fields outside the Ministry. The Council was given the right to assess policies that affect education in the French language in Ontario and make recommendations. More precisely, its mandate is to interpret Ministry policy to the French-language schools, to ensure that new policies are consistent with the needs of French-speaking students, and to advise the Minister and the Deputy Minister on all matters relating to the education of Franco-Ontarians.

B. Local Organization Structure

95. The Ontario school system offers elementary and secondary education to all children and young persons able to profit from instruction, without regard to race, creed or social status. The school program ordinarily covers kindergarten, eight years of elementary instruction, and five years of secondary. Most schools use the English language but there are some that use French as both the language of instruction and administration. Some of Ontario's schools are designed to answer the needs of pupils whose first language is French. In those elementary and secondary schools, French is used as the language of communication and of administration and as a language of instruction. English is taught as a second language. Since French-language schools are an integral part of the Ontario school system, virtually all Ministry services mentioned in this report are available to them.

96. Although children of all religious backgrounds are accepted in the public school system of Ontario, since the 1840s an alternative has been available to Roman Catholic parents through the provision of Roman Catholic separate schools. These schools are established by legislation and are organized and operated in the same way as public elementary schools, with their own boards and teachers. Most Roman Catholic separate school boards take advantage of the right of elementary school boards to offer instruction for two years beyond the conventional elementary school period.

97. Parents or guardians of Roman Catholic faith, wishing to send their children to a separate school, notify the municipal authorities that they wish to pay their school taxes to the separate school board. They then do not pay public elementary school taxes, but they do join with all other Ontario school taxpayers in the support of secondary education, which is financially segregated from elementary school taxation.

98. Provincial grants are paid to Roman Catholic separate school boards on the same basis as to public school boards. Because separate school boards do not have access to corporation assessment, their equalized assessment and tax revenue tend to be less per pupil than is the case for public schools. The equalizing nature of the general legislative grant plan compensates for this situation

99. Legislation also provides for the establishment of Protestant separate school boards. In cases where the teacher or teachers in the public school or schools in the municipality are Roman Catholics, Protestant parents may apply for a Protestant separate school board, which is organized and supported in the same way as its Roman Catholic counterpart. In all respects the educational program in separate schools conforms to the elementary school program of the Ministry of Education, including the qualifications of teachers.

100. Public education in Ontario, has always been administered through local school boards, operating under legislation and regulations designed to maintain adequate standards, and to establish a reasonably common educational program. Many school boards operate through a system of committees of trustees — committees such as property committees, teacher-negotiation committees, and so on. In the cases where a board offers programs in a minority language — be it French or English — and when certain other conditions exist, the board is required to establish a Language Advisory Committee for consultation on any matter related to the minority language program. In all other cases, the board is free to establish whatever committees it feels it needs. Some committees are permanent, some are "ad hoc" for special purposes.

101. Over the years, various types of school boards have evolved in response to specific needs. At the present time there are 200 school boards in Ontario, of the types indicated below.

Boards of Education	76
Metropolitan Toronto School Board	1
Combined Roman Catholic Separate School Boards	49
Roman Catholic Separate School Boards	12
Protestant Separate School Boards	2
Public School Boards	32
Department of National Defence	14
Treatment Centres	11
Ontario Hydro and others	3
	200

102. Boards of Education operate both elementary and secondary schools, and the members of the boards — trustees — are elected by public school supporters. The separate school supporters residing in the area of jurisdiction of the Board of Education also elect one or more trustees to the Board of Education to represent the separate school supporters for secondary school purposes. The reason for this is that Roman Catholic Separate School Boards operate only elementary schools, and many of the graduates of these schools attend a public secondary school.

103. Combined Roman Catholic Separate School Boards and Roman Catholic Separate School Boards are similar in that both operate elementary separate schools. If the board is a Combined Roman Catholic Separate School Board, it is a large unit of administration located within one or more counties in Southern Ontario and within a district in Northern Ontario

104. There are also portions of Northern Ontario that are not municipally organized. In such areas, small Public School Boards and Roman Catholic Separate School Boards have been established to provide elementary education. Secondary education for students residing in these areas is ordinarily provided by the nearest Board of Education and the students are transported to the secondary schools.

105. There are a limited number of school boards established for special purposes on crown lands and other areas not normally assessed for school purposes. These are boards that may or may not operate schools. If they do not, they arrange for the purchase of education from other boards. Such boards include those acting for the Department of National Defence, the Ontario Hydro-Electric Power Commission, hospitals and other treatment centres.

106. One of the most significant developments in local organization structure has been the great reduction in the number of school boards in the province (Table 1) over the past twenty years. The most dramatic reduction occurred in 1969 when, for the first time in the history of Ontario education, the chairman and the chief supervisory officer of every board in the province were able to meet with the Minister of Education in one room at one time.

TABLE 1

NUMBER OF SCHOOL BOARDS 1955-1974

Year	1955	1960	1965	1968	1969	1970	1971	1972	1973	1974
Number of Boards	4187	3676	1673	1358	236	222	214	208	205	200

Source: Ontario Ministry of Education, Reports of the Minister of Education, 1955-1974

C. Federal/Provincial Relationships

107. While education is under the jurisdiction of the provincial government, there are some areas where assistance, usually financial, is provided by the federal government. For example, some of the Department of National Defence (DND) boards mentioned earlier operate schools on the Armed Forces bases — both in Ontario and abroad — while others purchase education for the children of service personnel from a nearby board. In the cases where DND boards operate schools, the federal government finances 50% of the operating costs and in some cases where the DND boards purchase education from a nearby public board, the federal government pays the fees charged by the public board. In the same way, the federal government purchases education for registered native people, whose education is a federal responsibility. In this case, the federal government reimburses local boards for the gross costs of the education of native children.

108. One significant federal financial involvement occurs in the area of French-language education. The federal government provides assistance for the teaching of French in both English-language schools and French-language schools through a system of partial reimbursement of costs. In addition, the province receives an administration grant to assist with the administration costs incurred in providing the French-language education.

109. Since 1970 the amounts received annually for the French-language assistance program have increased from $11,000,000 to $24,000,000.

110. Federal assistance with French language education is a recent development in Ontario where French-language schools have been in operation for almost three hundred years (although not subsidized by the Provincial government for that long). Also, French as a second language has been taught at the secondary level for many years and more recently at the elementary level. Federal assistance, however, has encouraged and enabled local boards to improve the quality of their French-language programs.

D. Educational Organizations

1. Teacher Organizations

111. The largest of all educational organizations in Ontario is that which serves the members of the teaching profession. Prior to 1944 teacher organizations were voluntary and it was largely through the work of teachers in the voluntary organizations that The Teaching Profession Act of 1944 was passed. The Act provided for the establishment of a "parent" organization for teachers and made membership in this organization a condition of teaching in Ontario. Thus all Ontario teachers are now

required to belong to the Ontario Teachers' Federation (OTF), the parent organization that is composed of the following affiliated groups:

- L'Association des Enseignants Franco-Ontariens (approximately 5,400 members in 26 regional districts)
- The Federation of Women Teachers' Associations of Ontario (approximately 34,000 members in 5 regions)
- The Ontario English Catholic Teachers' Association (approximately 16,500 members in 49 units)
- The Ontario Public School Men Teachers' Federation (approximately 14,000 members in 65 districts)
- The Ontario Secondary School Teachers' Federation (approximately 35,000 members in 43 districts).

112. The OTF, in turn, requires that each of its members belong to one of the affiliated groups as well as to the OTF. The affiliates retain their individual autonomy, work under their own constitutions, and send representatives to the OTF board of governors, the governing body of the federation.

113. The board of governors (50 members) deals with matters that affect all the teachers of the province. Matters of policy in most cases are referred to the affiliates for discussion before being voted on by the board of governors. If any one of the affiliates registers official opposition to a policy, that policy will not be established as the OTF policy.

114. The board of governors may make regulations under The Teaching Profession Act, which the Lieutenant Governor in Council approves by Order in Council, governing such matters as professional conduct, disciplinary action, federation fees, and the duties of the executive and committees. Standing committees are named in the regulations and are composed of representatives from all the affiliated bodies; other special committees are established as needed. All committees report to the board of governors.

115. The work of committees includes studying and reporting such areas as educational media, early childhood education, curriculum, and teacher education. Seminars and conferences on various subjects are held by the federation and the affiliates throughout the school year.

116. The OTF is the official liaison between the teachers and the Minister of Education. Representatives of the OTF meet frequently with the Minister and/or his officials to discuss matters pertaining to education in general or to the teaching profession in particular.

117. The OTF communicates with its membership through its official publication, Interaction, a magazine which is mailed to all teachers three times per year.

118. A function of the OTF and the affiliates which has been of particular value to Ontario teachers over the years is the provision of or assistance with professional development activities. Where the OTF is involved the subject matter under discussion is generally one that cuts across grade levels, religion and culture. In turn each of the affiliates has its particular area of interest — the OECTA has a particular interest in religious education in the schools, the OSSTF is primarily interested in secondary school matters; the AEFO in any subject relevant to French-language education; and so on. Each affiliate, of course, has an overall interest in curriculum, administration, leadership and other general matters. Both the OTF and the affiliates convene or sponsor workshops, seminars, discussion groups, and conferences to provide their members with opportunities to advance professionally.

2. Trustee Organizations

119. The education system in Ontario is divided into approximately 200 jurisdictional areas, each of which has a school board. To facilitate communication and the sharing of ideas and objectives, the school boards of Ontario are organized into four associations, which in turn form the Ontario School Trustees' Council. The four associations comprising the Council are L'Association francaise des conseils scolaires de l'Ontario, the Northern Ontario Public and Secondary School Trustees' Association, the Ontario Public School Trustees' Association, and the Ontario Separate School Trustees' Association.

120. Governing this organization is The Ontario School Trustees' Council Act, which states that school boards may join one or more of the affiliated associations of the Council, but that a board must hold such a membership before it may become a member of the Council. Many school boards hold membership in more than one association and in the Council itself.

121. The objective of the Council, as described in the Act, is to promote and advance the cause of education. The Council also acts as an intermediary between the Ministry of Education or the Ontario Teachers' Federation and its member associations. In this way member associations can communicate their views on educational and administrative matters that are of mutual concern and that fall within the jurisdiction of school trustees. The Council has the authority to deal with matters of mutual concern to the member associations after obtaining the unanimous consent of the members.

122. Each association provides a wide range of consultative and information services to its member boards. In addition the associations prepare resolutions and/or briefs on educational issues of concern to them. If the resolutions and/or briefs are related to matters under the aegis of the Minister of Education, they may be forwarded to him for his consideration. Frequently resolutions result from conferences, of which each association holds at least one annually.

123. In order to provide information to trustees and administrators, the Council organizes a series of workshops, usually in co-operation with the Ministry of Education and/or other educational organizations. These workshops are of particular benefit to newly elected trustees.

3. Parent Organizations

124. Parent organizations are also an important part of the education system. The oldest and perhaps most influential of these in Ontario is the Ontario Federation of Home and School Associations, (OFHSA) with over 450 chapters operating locally. Each chapter comprises parents working voluntarily on behalf of a school in their local jurisdiction — usually the school their children are attending.

125. At their provincial conferences, the OFHSA identifies and discusses needs in the schools. Then, like the trustee associations, the organization prepares resolutions and briefs, which are forwarded to the Minister of Education. It has been recent practice for the Minister to meet with the OFHSA executive to discuss the resolutions.

126. Counterparts to the OFHSA are the Catholic Parent-Teachers' Association and the Association parents-instituteurs. Although their memberships are not as large as the OFHSA, these organizations have the same avenues for influencing change in educational policy.

127. The other major type of parent organization in Ontario is the community advisory parent group. A board of education, a county or district combined separate school board or the Metropolitan Separate School Board may establish a school board advisory committee to advise on school practices. Sometimes these groups are formed as a result of community agitation and such groups react to current school practice and press for change. The organizations may be temporary or ongoing, depending on their purposes, and they are known by a wide variety of names.

4. Education Officials Organizations

128. Finally, there are the many educational organizations that have been established for education administrative officials, from the school board to the Ministry level. The Ontario Association of Education Administrative Officials (OAEAO) is one such organization, to which

the Supervisory Officers[5] of the local school boards and education business officials who have the qualifications set by the Board of Governors may belong. Associate membership is available to education officials whose roles are equivalent to those of active members but who are employed by bodies other than public or separate school boards; for example, Ministry of Education officials.

129. The OAEAO studies educational philosophies, problems, and strategies and reacts to Ministry of Education policy, usually by means of briefs and resolutions presented to the Minister of Education.

130. The Ontario Catholic Supervisory Officers' Association is an association of education officials representing the separate school system in Ontario. Active members of this association are Supervisory Officers serving under Roman Catholic Separate School Boards. Associate membership is available to Roman Catholics who are employed as Education Officers in the Ministry of Education.

131. Another group with specialized interest is the Association des surintendants franco-ontariens. Membership is open to any Franco-Ontarian employed as a Supervisory Officer by a board or as an Education Officer of the Ministry.

132. Within the Ministry of Education there is an association of education officials known as the Province of Ontario Education Officers' Association. All Education Officers and senior officials of the Ministry are eligible for membership. Conferences and seminars arranged by this association provide in-service development for Ministry officials.

133. Evolving from the former Ontario School Inspectors' Association, the Ontario Municipal and Provincial Education Officers' Association has become an important forum for educational thought and leadership in Ontario. Membership may include all local and provincial education officers as well as Ministry officials.

CHAPTER IV

RESEARCH AND DEVELOPMENT

A. Curriculum Development

134. As its name implies, the major responsibility of the Curriculum Development Branch — part of the Education Development Division of the Ministry of Education — is to develop curriculum in the four divisions of elementary and secondary education. The four divisions are:

Primary	(junior kindergarten, kindergarten and the first 3 years of elementary school)
Junior	(next 3 years)
Intermediate[6]	(next 4 years)
Senior	(last 3 years)

135. The policy of cyclic review, whereby each division is given a thorough review every six years, not only provides one of the most important mechanisms for curriculum development, but ensures that this development is conducted in a relevant context — a context that takes into account the present and future needs of students as well as the experiences of the classroom and the insights of teachers. The review comprises an "input" or research stage, a development stage, and an implementation stage. In the present cycle the Primary and Junior Divisions are approaching the implementation stage and the Intermediate Division is entering the development stage.

136. In recent years it has been the policy of the Ministry of Education to decentralize program responsibility. In keeping with this policy, the Ministry issues curriculum guidelines rather than detailed outlines for teaching. The object of the guidelines is to provide a framework in the context of which teachers — working with students and consultants — can develop their own courses based on local needs. The guidelines are drawn up by curriculum committees composed of practising teachers in the appropriate curriculum area, local supervisory officials, and Ministry personnel.

137. If a school wishes to provide a course that goes beyond or falls outside the rationale of a Ministry guideline the school submits the course to the Ministry as an experimental course. The Ministry then approves or disapproves the course for purposes of diploma credit. In the vast majority of cases, approval is granted. This procedure serves an additional function in that these approvals often alert the Ministry to new needs and identify the areas where revisions or new guidelines may be needed.

138. Table 2 gives enrolment in the various categories of guidelines over the past three years. Any one of the categories listed may have within it several guidelines (for example, mathematics has over 20) and any given student may be enrolled in more than one course under a particular guideline. Thus it is possible for the enrolment in a particular category to exceed the total number of secondary school students in the province (for example, the 1973 enrolment in social science courses given in the English language is 775,575 whereas there were only 585,725 secondary students in the whole province).

139. Table 2 also illustrates the enrolment in experimental courses. As mentioned earlier, these figures indicate areas where experimentation is occurring and where new guidelines may be initiated.

140. Courses provided in the schools are generally given support in the form of instructional materials and technological devices. In the area of textbooks, the Ministry issues annually a list of textbooks approved for use in Ontario schools — a publication known as Circular 14. The majority of books listed are of Canadian origin, both in authorship and production, so that Canadian listings comprise some 92 per cent of the entries included in the publication. Books considered for inclusion are evaluated by practising teachers and Ministry personnel; the main criteria are educational validity, quality of manufacture, and freedom from bias and prejudice.

141. Several textbooks are listed for most areas of study in an attempt to give teachers and principals the flexibility they need to accommodate individual differences among pupils. The Ministry recognizes that no single textbook can serve all the pupils in a given grade in a given subject.

142. Not all support for courses comes in the form of textbooks. The Ministry also publishes a comprehensive listing of Canadian learning materials — print and non-print — known as Circular 15 — Canadian Curriculum Materials.

143. There is close liaison between the Ministry of Education and the Ontario Educational Communications Authority, the organization responsible for educational television in Ontario. This liaison ensures that the in-school programming of the authority complements the curriculum priorities of the Ministry. Liaison is also maintained with Canada's National Film Board and private producers of learning materials.

144. A recent step taken by the Ministry is the establishment of a Learning Materials Development Fund designed to stimulate the development of Canadian learning materials. While the precise ground rules and criteria that are to govern the operation of the fund are still being worked out, they will be based on the identified needs of the Ontario teaching community.

TABLE 2

COURSE ENROLMENT BY PRIMARY CATEGORY, 1971-72, 1972-73, 1973-74 – IN PUBLICLY SUPPORTED SECONDARY SCHOOLS IN THE PROVINCE OF ONTARIO

CATEGORY		1971-72		1972-73		1973-74	
		English	French	English	French	English	French
General and Multidisciplinary Studies	Guideline Courses	66,904	2,086	42,793*	689	70,763**	2,604
	Experimental Courses	-	-	-	-	(10,550)	(99)
English & Français-Official Languages	Guideline Courses	777,675	48,950	750,773	45,094	767,495	48,913
	Experimental Courses	-	-	-	-	(3,063)	(206)
Languages other than Official Languages	Guideline Courses	61,257	2,371	53,907	1,697	50,682	1,590
	Experimental Courses	-	-	-	-	(1,126)	-
Mathematics	Guideline Courses	465,135	18,158	512,152	18,493	544,148	22,411
	Experimental Courses	-	-	-	-	(2,738)	-
Sciences	Guideline Courses	285,359	8,386	479,970	14,948	511,861	18,051
	Experimental Courses	-	-	-	-	(21,243)	(266)
Social Sciences	Guideline Courses	768,276	34,013	751,259	29,191	775,575	32,474
	Experimental Courses	-	-	-	-	(16,953)	(3,361)
Arts and Physical Education	Guideline Courses	610,383	21,195	602,778	20,294	629,579	23,785
	Experimental Courses	-	-	-	-	(7,074)	(59)
Business Studies	Guideline Courses	456,331	17,456	462,804	16,060	445,45C	16,919
	Experimental Courses	-	-	-	-	(5,124)	(84)
Technological Studies	Guideline Courses	390,193	14,770	400,931	16,604	457,135	17,061
	Experimental Courses	-	-	-	-	(7,200)	(58)
TOTAL NUMBER OF STUDENTS IN PUBLICLY SUPPORTED SECONDARY SCHOOLS		574,520		583,013		585,725	

*Decrease in Group Guidance: 8,000 students in Senior Division and 17,000 in the Intermediate Division.

**Increase in Consumer Studies, Informatics, etc. These new courses accounted for an enrolment of 35,000.

Source: Ontario Ministry of Education

B. Research

145. Through its Planning and Research Branch, the Ministry of Education has made a major commitment to fund and co-ordinate educational research in Ontario. The Ministry itself, however, does not conduct research; rather, it administers two programs for funding research conducted by public institutions, school boards, and private agencies.

146. The first of these programs — the Contractual Research Program — is designed to reflect the Ministry's research priorities. Through this program the Ministry has the opportunity to initiate research projects, suggest appropriate researchers, and supervise the conduct of the projects and the dissemination of findings. The Ministry retains publication rights to the research findings.

147. The second program — the Grants in Aid of Educational Research Program — differs from the Contractual Research Program in that it is designed to recognize and fund deserving research proposals that originate outside the Ministry, thus reflecting the research needs of the educational community. Recommendations for funding are made during an annual competition by an independent review committee which evaluates the proposals submitted by individual researchers. The Ministry provides a liaison official whose function is to maintain the appropriate channels of communication and not to assume a supervisory role as in the case of the contractual research program. The liaison official also is to acquire an understanding of the research study as well as expertise in interpreting the research findings. The research findings become the property of the researcher.

148. Over three million dollars are allocated annually to these two programs which absorb a large portion of the 7.2 million dollars which are spent annually by the Ministry, the Ontario Institute for Studies in Education, and local school boards on educational research. This expenditure on research represents just over one-quarter of one per cent of the gross expenditure for elementary and secondary education.

149. As mentioned earlier, part of the annual funds allocated to educational research is spent by the Ontario Institute for Studies in Education. The Institute is the primary institution in the province for educational research and is unique in its combination of research and graduate studies. In addition to its two funding programs, the Ministry gives an annual grant to the Institute to be allocated internally to research and development activities. Approximately one-third of the Ministry contracts and one-quarter of the Grants in Aid awards have gone to professors at the Institute.

150. The remaining funds have been awarded to researchers in universities, private research agencies, and school boards, some of which are large enough to maintain their own research staffs.

151. Classroom teachers also play a role in the research programs of the Ministry; they are involved both in the investigation of innovative techniques and the evaluation of results. In addition, teachers can initiate research and receive funding from the Ontario Educational Research Council (OERC), which is supported in part by a grant from the Ministry of Education.

152. The OERC publishes a research newsletter which is sent to every elementary and secondary school and which enjoys wide popularity. In addition, it holds conferences and workshops at which teachers can present papers and keep up to date on the latest research findings.

153. The level at which research priorities are determined varies according to the funding source. The Ontario Educational Research Council establishes priorities for proposals coming from teachers; school boards that have their own research staffs determine their own priorities; the Ontario Institute for Studies in Education determines priorities for the utilization of the research grants it receives; an independent review committee decides on priorities for the Ministry's grants in aid of educational research; and a Ministry committee sets priorities for the Ministry's contractual research.

154. With such a diversity of agencies funding educational research, it is very important that the groups communicate. Inventories of research projects — which report both on completed work and studies underway — are made available to the groups to avoid the possibility of overlaps. These inventories often indicate gaps that need to be filled by further research. The appropriate agency can then take action.

155. Equally as important as the communication between funding groups is the dissemination of research results. In Ontario, researchers and research organizations have employed a variety of dissemination techniques including newsletters, digests, magazines, seminars, workshops, and conventions. Co-ordinated indexing and dissemination procedures are being developed by the Ministry so that most educational research completed in Ontario will be accessible in print, microfiche or through electronic retrieval. Plans include devising systems that will permit an exchange of findings with research agencies across Canada as well as with the Educational Research (Resource) Information Centre (ERIC) in the United States.

156. The Ministry's regional offices disseminate the findings of Ministry-sponsored research. It is planned that a manual will be provided to Ministry and local board officials which will be updated by information sheets that highlight research findings as they become available.

157. In recent years teachers in Ontario have become more interested in research, particularly as it has moved from esoteric areas of innovation towards an emphasis on evaluation of effectiveness. More and more, they are using research as a basis for decisions that affect the programs of students.

C. Planning

158. Educational planning takes place on two levels — local board and provincial. The local boards are concerned with detailed operational planning; they must ensure that adequate facilities, staff and other resources are provided for children within their jurisdiction.

159. On the provincial level, the Minister, supported by his officials, is responsible for the planning for the overall system. The Minister must attempt to keep abreast of all educational developments, pressures, and initiatives in order to make the most responsive as well as the most far-sighted decisions with regard to the direction in which the total system should move. Much of the input for his consideration comes from the educational organizations described previously.

160. Within the Ministry the basic responsibility for operational planning lies with the Ministry's management. Co-ordination is provided by the Planning and Research Branch. Operational planning culminates in the annual Multi-Year Plan — a detailed three-year operational plan — which is presented to the Cabinet Committee on Social Development and then to the Policy and Priorities Board.

161. The Planning and Research Branch not only co-ordinates the preparation of the Multi-Year Plan but also provides planning assistance to management. Branch personnel are often called upon by management to do a detailed analysis of the various alternatives open to them. They do so by conducting the various types of analyses and surveys that the managers need to support their operational planning.

162. The planning of the overall system in Ontario has been assisted by major studies, two of the most significant being Living and Learning, prepared by the Provincial Committee on Aims and Objectives of Education, and the Report of the Task Force on Organization of the Ministry of Education.

163. The first of these, Living and Learning, has had an important influence in the changes that have taken place in education since its publication in 1968. Many of the committee's recommendations have now been implemented.

164. The report of the Task Force on Organization provided a plan for the organization of the Ministry into the structure it now has, which is described in detail in Chapter III — System Structure.

165. Other recent committees and commissions have studied such facets of education in Ontario as French-language secondary education, the utilization of educational facilities, the costs of education and the financing of public and secondary school systems in Metropolitan Toronto. The reports of these various study groups contribute to the concepts and objectives that form the basis for future planning.

166. Translating concepts and objectives into action is the function of the Ministry's managers and they do so by putting forward proposals for the Ministry's Multi-Year Plan. Once this plan is approved at the highest level of government, the first year of the plan is translated into a budget for that year. Legislative approval of the budget gives the Minister the power to proceed with the approved plans.

167. Long-term planning, that extends to twenty years into the future, is a much more difficult task primarily because there are always immediate problems to be solved and these occupy great amounts of time. Nevertheless, the Planning and Research Branch tries to assist management in this task by keeping them informed of educational innovations and progressive thinking in this field.

CHAPTER V

SUPPORT FUNCTIONS

A. Financial

168. In Ontario, both boards of education and separate school boards are a part of the publicly supported school system and receive financial support from the provincial government in an identical manner. Private schools, however, receive no financial support from the provincial government nor from municipal taxes.

169. The funding of elementary and secondary education is shared between the school boards and the provincial government, with the school boards raising their portion by means of a municipal property tax. The portions are determined through the Ministry's variable percentage grant plan. The basic philosophy of this plan is that the financial burden of each school board should be directly related to its level of expenditure and that all jurisdictions, irrespective of local wealth (in terms of assessment), should have an identical mill rate for a comparable level of expenditure.

170. The plan was introduced because of the government's desire to ensure a greater equality of educational opportunity for all students in the province. There had been a growing concern about the disparity of financial resources between separate school abords and boards of education — both integral parts of the publicly supported system. Also involved in the thinking at the time was a concern for the varying levels of ease with which the local boards could raise funds for education — some could raise funds easily because of large assessment bases whereas others, with small assessment bases, had more difficulty.

171. To appreciate best how education is funded, it is helpful to look at the various types of school board expenditure and how they are treated by the grant plan. In Ontario, all school expenditure is categorized as either ordinary or extraordinary.

172. Extraordinary expenditures are those that are not necessarily common to all school boards; that is, they vary according to circumstances affecting a particular school board. Included in this category of expenditure are debt charges, capital expenditure, and transportation. The level of expenditure varies from board to board, depending on such circumstances as a greater-than-average need to undertake capital projects or a need for more extensive student transportation services.

173. All other categories are classed as ordinary expenditure because they are common to all school boards — teachers' salaries, school maintenance costs, and so on. The degree of variance from board to board for ordinary expenditure is much less than for extraordinary.

174. The rate of provincial support for extraordinary expenditure is much greater than that for ordinary expenditure in order to reduce the financial burden on a school board that has a high level of extraordinary expenditure. There are no overall controls on extraordinary expenditures, except that the government provides grant support only for approved expenditures. The approval levels for capital, transportation and debt charges are set independently for each school board and are designed to meet the cost of an efficient operation. Unapproved expenditures must be financed locally, so, in effect, the approval procedure does limit extraordinary expenditure to a significant degree.

175. Direct controls, sometimes referred to as expenditure ceilings, were placed on ordinary expenditure in 1971 to check the rate of increase in ordinary expenditure and its impact on local mill rates. (During the 1960s educational expenditures had been increasing very rapidly).

176. There are two basic ordinary expenditure limits set annually by the Minister of Education — one for elementary, the other for secondary, both on a per-pupil basis. The Ministry has acknowledged, however, that there are variations from board to board in certain costs and, in order to accommodate these variations, the Ministry modified its variable percentage grant plan in 1972.

177. The modified grant system relies on a set of weighting factors that are applied to the basic expenditure limits for school boards that find they must provide additional services or are experiencing higher costs in providing comparable services. The weighting factors permit a board to increase its expenditure in a particular area without imposing an additional burden on the local taxpayers.

178. The weighting factors recognize a school board's need for special education, compensatory education, dual-language education, and technical and occupational education. Also recognized are situations where the board experiences extra costs because of a high transiency rate, regional differences in the price of goods and services, additional maintenance on older school facilities, higher-than-average teacher salaries because of more experience or higher qualifications, and variations experienced by small boards in both instructional and administrative needs.

179. An item within the extraordinary category — capital expenditures — requires further description because capital expenditures are governed by a set of Ministry procedures known as the Capital Grant Plan. It is through this plan that capital financial support is provided for the construction of school facilities.

180. The basic methodology of the plan is to list the learning spaces of a school in terms of floor areas and assign to each area factors known as "accommodation units", which are set out according to a schedule of floor areas. Assigned to and included in the factors are accommodation.

units for such spaces as corridors, washrooms, boiler rooms, storage, administration, etc. along with such elements as professional design fees, furniture, and equipment. Thus all the elements that make up a school building, from design through construction and equipping, are reflected in the learning spaces, known as "eligible spaces".

181. This information is converted into dollars by multiplying the total number of accommodation units by a dollar value per accommodation unit for the cost zone in which the school board is located. The province is divided into three cost zones for this purpose, reflecting the differences in costs of capital items in three major areas of the province. The result of this calculation is a total amount, for the project, approved for general legislative grant purposes. The dollar values per accommodation unit are adjusted annually to reflect increasing costs of construction. However, no projects are completely funded by the Ministry; a small portion of each project ~~is always fu~~nded locally.

182. For financing purposes, ceilings on expenditures for school buildings are adjusted periodically to be in line with increasing construction costs.

B. Ministry Educational Services

1. The Education Resources Allocation System

183. A critical problem for the future of education in any jurisdiction is the need to develop educational management skills that can accomplish a wide variety of tasks. Management skills are needed to bring about innovation in schools to reflect the needs of a changing society, effectively utilize the resources available, and operate with a continuing focus on the complex interrelationship of inputs, processes, and outcomes in the schools.

184. To assist local school authorities in developing these skills and also to develop a model to help them in making decisions appropriate to their needs, the Ontario Ministry of Education established a task force in November 1971, the Education Resources Allocation System (ERAS) Task Force.

185. An advisory committee to advise the Task Force was appointed with representation from the Ontario Teachers' Federation, the Ontario Association of Education Administrative Officials, The Ontario School Trustees' Council, the business community, and ministries in the provincial government.

186. The Task Force, after examining models of planning, programming and budgeting systems, decided to develop a system that emphasizes planning and evaluation as the keys to better management of resources and change. The ERAS model emphasizes a systems approach to the following tasks:

1. Planning
   - assessing needs
   - establishing goals and objectives
   - defining and assessing constraints (human, physical, financial)

2. Programming
   - developing a goal-oriented program structure
   - defining and assessing alternative methods of attaining purposes
   - defining and assessing resource needs
   - choosing and implementing programs

3. Evaluating
   - assessing goals and objectives
   - assessing program activities
   - assessing resource utilization
   - assessing the evaluation procedures

187. During 1973 and 1974, there were 15 pilot projects in school boards across the province. Some school boards attempted to introduce a resource allocation system for all their activities and programs; the majority, however, decided to focus their efforts on one program — language arts in elementary grades in one case, technical-vocational programs in another, educational support services in a third — rather than attempting a system-wide implementation.

188. Through a series of workshops being held across the province, the Task Force is sharing its acquired information with schools, trustees, administrators and teachers. It also publishes working papers from which it hopes to receive reactions from the educational community.

189. The Task Force will present a report describing its work and the management decision-making model it has developed to the Minister of Education in the summer of 1975. With that report, the Task Force hopes also to present handbooks on program budgeting and accounting and on planning and the use of a systems approach in school management.

190. In its experience with local school board pilot projects, the Task Force has learned some basic and important things about changing to a systems approach. First, instituting an innovation such as ERAS in an organization seems to be done best in stages — first in components of the organization and then gradually in the whole system. Second, the whole system has to be instituted. It has proved to be too easy to spend time and energy in single elements such as the writing of objectives or the design of evaluation instruments; the real benefit in improved management can come only when the whole system is in operation, cycling and recycling over pre-set time periods. Third, patient, persistent, and committed leadership is required to make the system work. The Task Force is

convinced that a carefully developed resource allocation and decision-making system, operating continuously on a critical time path and seeking to maximize the effective use of the available resources is a necessity for the future management of school jurisdictions.

2. Data Processing Services

191. Support of the school boards' day-to-day operations through the provision of computer services has become a major program of the Ministry of Education. Through its Education Data Processing Branch, the Ministry provides data processing services to boards, schools, and teachers and certain instructional services to students.

192. On the administrative side there are several systems provided for the boards. The Personnel Administrative System, for example, is a generalized payroll system that can be used by any school board, regardless of size, payroll cycle, or organizational structure. A wide range of options is built into the system to enable the user to obtain maximum saving of time and money.

193. On the financial side there is a package called EPIC, which was produced by a computer manufacturer but modified to meet the requirements of the Ontario education system. Its purpose is to support budgetary and general ledger accounting procedures at the board level by handling purchase orders, general ledger accounting, and encumbrances, as well as allowing the user to project annual budgetary figures.

194. Another administrative support system is the Warehouse System, which assists boards in maintaining and controlling stocks of school supplies, books, and janitorial supplies required by the school within each board. This system will keep track of inventory, produce order-fill slips, inventory status reports, and back order reports, and it will create the necessary transactions to post to the accounting system used to keep track of finances — EPIC, if it is being used.

195. The Audio-Visual Catalogue System keeps track of audio-visual materials used in the various instructional programs. This helps teachers to more effectively use the resources available to them.

196. Some of the computer services provided by the Ministry directly support the operation of schools. The Ministry's Education Data Processing Branch has experimented over the years with several systems to provide master schedules, and recently the branch has used a product called EPIC: SOCRATES to generate master teacher/room schedules for six schools on an experimental basis. Should this experiment prove successful, the service will be expanded to additional schools in the years to come.

197. Production of student schedules was one of the earliest computer services provided by the Ministry for a nominal fee. It is currently provided to almost 300 (i.e., almost half) of Ontario's secondary schools. The system helps principals and teachers to achieve desirable curricular objectives, as well as assisting with the organization of student and school activities.

198. The system acts on available student course information and descriptions of the school, class, and teacher resources, testing student course requests against these resources to determine whether the master schedule is acceptable. Statistics produced by such "simulations" enable the principals to modify their master schedules to improve the section balancing within the various courses of the school, to increase the number of students who get the schedules they wish, and so on. A few simulations are almost always enough to provide the school with an excellent master schedule. At that time a final run is performed, scheduling all the students and producing timetables for their use. Other documents produced at the same time include summaries of available student seats per course and section, course section lists, and student master lists.

199. Associated with individual student schedules is the problem of gathering and reporting student grades. As support for this function, the Ministry provides a system called the Integrated School System, used presently by over one-quarter of the province's secondary schools. The system provides an economical computer-assisted student grade-reporting capability together with statistics that will assist in the analysis of student achievement.

200. To assist teachers in the instructional process, the Ministry provides a test-scoring service which gives diagnostic analysis, item analysis, and school statistics. In support of the courses called Informatics, Data Processing, Computer Science and Computer Technology, a compiling service for student programs is also provided. This service is flexible, in that either standard punched cards of pencil-marked cards can be accommodated, and the service is provided on either a mail-in basis or a computer terminal (remote-job-entry) basis.

201. To facilitate instruction of certain concepts the Ministry provides several "game" simulations that help students understand the complex interrelationships in marketing, hospital administration, or pollution control.

202. Plans have been made for major expansion of all these systems, over the coming years. In addition, there are always new systems being developed which will provide further support to the school system.

3. The Student Guidance Information Service

203. One of the support services offered by the Ministry of Education warrants special mention. The Student Guidance Information Service (SGIS) is a computer-based information service designed to support a school's educational and career counselling program. SGIS was established to meet the career and post-secondary informational needs of secondary school students in Ontario. An ever-increasing range of educational opportunities and the growing number and variety of vocational possibilities make it almost mandatory to make use of modern technology to meet these needs. No longer can a guidance counsellor be expected to be fully informed of all changes in the educational and vocational world.

204. The computer was selected as the principal tool of the information service because of its ability to process, store, selectively retrieve, and display quickly information stored in large reservoirs or data bases.

205. The first stage was the development of a system that would provide to students and counsellors accurate and up-to-date information about post-secondary educational opportunities in Ontario. The second stage was the inclusion of career information to provide the student with the mechanism by which he might explore careers. The Government of Canada was most co-operative in permitting SGIS to use the federally-compiled Canadian Classification and Dictionary of Occupations, which provides career information and 6,700 career descriptions. The third stage involved linking job descriptions to educational programs.

206. Personal data about students were intentionally excluded from the data base. The Ministry felt that any use of personal data was unnecessary and unwanted; instead, the service was to be strictly an educational information retrieval system. Thus the role of the computer in SGIS is strictly a mechanical one of storing and processing information under the control of the counsellors and/or students.

207. The role of the student in the SGIS process is to self-initiate and control his educational and career exploration. The role of the counsellor is to plan the overall counselling services, suggest new information content to be stored in the system and, on request, to counsel and advise students in response to information provided to them. The service has assisted in this latter function particularly, because it has made it possible for counsellors to spend more time in meeting the developmental guidance needs of students, rather than searching for information.

208. SGIS is currently provided at nominal cost to approximately 300 schools in Ontario on a batch-enquiry basis and to seven schools on an on-line, interactive basis as a pilot project.

4. Other Services

209. The Ministry of Education also provides consultative services in curriculum, supervisory, and financial areas. These services are described in more detail in Chapter VI.

C. Board Educational Services and Functions

210. Support services provided by a school board are, in a general sense, all the services required to make the local system work. For example, all boards have the requisite financial services — payroll, accounts payable, purchasing, etc. — and they all have staff to make sure that the administrative side of the system functions smoothly. In other areas, however, support services vary because of several factors — the philosophy of the school board, the geographic location of the board, the priorities the board has, and so on.

211. Consultative services provided by school boards vary widely, depending on the philosophy developed by each board. Some consultants are process-oriented, while the majority appear to be content-oriented. Some of the consultants employed by boards are line personnel, while others are considered as staff. Most consultants employed by school boards serve principals and teachers of the elementary schools. Some of the others serve only teachers and principals of secondary schools, while a few have responsibility from kindergarten to grade 13. In most secondary schools the boards depend upon the department heads (for example, the head of the English department, the head of the mathematics department, etc.) to act as chief resource persons.

212. During the late 1950s and in the 1960s, there was a great increase in the number and variety of consultative services available to serve principals and teachers. This increase can be directly attributed to the growth in pupil population during this period, coupled with the large number of new teachers entering the profession. At present the larger urban school boards generally employ consultants in each of the major subject areas, such as English, reading, art, music, and drama. In addition, many of the large school boards employ consultants specializing in integrated areas, such as communications, humanities, and primary education.

213. The person performing a consultative role is called a consultant, program consultant, master teacher, resource teacher, or co-ordinator. In addition to the consultative roles performed by these professionals, other professionals (such as psychologists, social workers, and psychometrists) provide additional consultative services.

214. During the school year 1972-73, there were approximately 1200 consultants employed by school boards whose major focus was assisting principals and teachers working in elementary schools, and there were approximately 250 consultants serving principals and teachers at the secondary-school level. School boards also employed about 720 other professionals, such as psychologists and social workers.

215. In addition to staff people whose roles are designated as consultative, the school boards in the Province of Ontario employed a total of 606 supervisory officers during the same year. These officials, designated as directors of education, superintendents, area superintendents, etc., also provide consultative services, since their responsibilities include the provision of services that assist principals and classroom teachers in more effectively carrying out their responsibilities. Such consultative services are in addition to the usual supervisory services they provide.

216. In some areas of the province, French-speaking consultants or supervisory officers are needed but the French-language enrolment is not sufficient for the school boards to justify the appointment of their own French-speaking staff. In these cases, the Ministry of Education makes available the services of its French-speaking education officers through its regional offices.

217. As better qualified personnel enter the teaching profession, particularly in the elementary schools, it is believed that there will be less need for consultative services. The Ministry of Education, in its preparation program for school principals and heads of secondary school departments, has introduced consultative skills as part of the course work. Consultative services for the classroom teacher will be available within each school from the principal, chairman, or department head.

218. The classroom teacher is the keystone of the education system; it is the teacher who has the ultimate responsibility for the education of children. The employment of teachers — and all the functions associated with their employment such as workload assignments, conferences, workshops, etc. — is one of the most important responsibilities of the local school boards. In general the "working conditions" are the result of a collective agreement negotiated between a school board and the teachers it employs.

219. The duties of the teachers are clearly defined in the various Acts and Regulations under the jurisdiction of the Minister of Education. For example, Section 229 of The Education Act, 1974 defines the teacher's duties concerning the subjects he or she is to teach, the management of discipline both within the classroom and on the playground, the time interval within which classrooms must be ready to receive students, the use of textbooks, and the teacher's responsibilities regarding personal conduct and professional activity. Regulation 191 defines the respective authorities of the school principal, the school board, and the Minister of Education to determine the hours of instruction to be fulfilled by the teacher each day. Also described in this Regulation are the duties of the teacher to fulfil supervisory responsibilities assigned by the principal, during and after school hours.

220. The legal contract between a school board and a teacher must be in the form prescribed by the regulations. The contract, which is signed by both parties before the teacher commences his duties with the board for the first time, is probationary until made permanent by the board when it is satisfied with the teacher's abilities. This may occur after one year, if the teacher has had three or more years of previous teaching experience, or after two years, if he or she has not. The contract states the salary to be paid to the teacher for the first year of employment and it remains in effect thereafter, with adjustments in salary being made in accordance with the collective agreement negotiated between the board and its teachers. The contract may be terminated, in accordance with the Act, unilaterally by either party at two specified times during the school year, or at any time by mutual consent. Boards are not required to give probationary teachers reasons for their dismissal, but they are required to give a written statement of the reasons for dismissal to a teacher on a permanent contract.

221. If either party believes that the procedures followed or the reasons given by the other party to terminate the contract are not in accordance with the legislation that party has the right to apply to the Minister of Education for a Board of Reference. If the Minister grants the Board of Reference, he names a judge to be chairman and requests each party to name a representative to the Board. The Board of Reference inquires into the matter and directs either the continuance or the discontinuance of the contract.

222. As mentioned earlier, some of the terms of employment of teachers are the result of a collective agreement negotiated between a school board and the teachers employed by the board represented in the negotiation process by local groups — usually called districts — of the Ontario Teachers' Federation affiliates. Collective agreement negotiations are becoming broader in scope than they used to be as the teachers strive to gain a greater influence in the policy and administrative decisions made by the trustees and administrators. Collective agreements in the past have been concerned primarily with salary "grids", responsibility allowances, and fringe benefits — for example, medical and life insurance coverage and premium payments, and various types of leave. One of the major contributions of the Ontario Teachers' Federation has been the establishment of these salary grids or categories and they have been adopted by school boards throughout the province. The salary categories are related to academic and professional qualifications — thereby providing a strong incentive to upgrade qualifications — whereas the salary levels applied to these categories are a matter of negotiation. In recent years some collective agreements have also included items such as maximum class size, pupil-teacher ratios, grievance procedures, and the involvement of teachers in committees to prepare policy recommendations to the board. Such recommendations might concern, for instance, the deployment of teachers who have been declared redundant.

223. Major confrontations between school boards and their teachers during negotiations used to be rare events. Their frequency, however, has increased in recent years. School boards have become the targets of more aggressive bargaining by the teachers. At the same time they have been compelled by expenditure ceilings to observe certain maximum levels on their operating expenditures. Hence the negotiation impasse has become a familiar experience.

224. To exert pressure on the school board to yield to their demands, teachers have resorted to a variety of techniques — the withdrawal of voluntary services such as the supervision of extra-curricular activities, mass resignations and, in the fall of 1974, mass strikes on a continuous or rotating basis. The teachers' federation affiliates have supported their members in these techniques by "pink listing" the school boards concerned. Pink listing means the listing (on pink paper) of boards declared to be guilty of bargaining in bad faith in a memorandum sent to all teachers across the province who are members of the particular affiliate. The memorandum advises the teachers that if they accept a position with a pink-listed board they will forfeit their rights to federation support in any dispute with that board in the future. In cases where a resolution to the impasse is not achieved before the date on which mass resignations become effective, the federation affiliate declares the teachers to be staff members of the federation and pays the teachers a percentage, usually 40 per cent, of their regular salary. Although these teachers are legally no longer employees of the board, negotiations continue, and the board continues to pay their fringe benefit premiums, which are subsequently reimbursed by the federation.

225. But settlements are not always reached through local negotiations. Frequently the provincial teachers' federation office is requested to provide staff members to take over the bargaining for the teachers. Similarly the trustees may call on their provincial association to assist in the negotiations. On occasion both parties in a dispute have asked the Ministry of Education to provide the services of a Government of Ontario mediator. In these cases, a professional mediator on the staff of the Ministry of Labour is provided free of charge to the board and its teachers. On other occasions the parties may agree to submit the items in dispute to arbitration. In one recent dispute the government enacted legislation imposing compulsory arbitration.

226. In the fall of 1974 most of the secondary school teachers employed by three boards of education withdrew their services as a means of expressing support for their nogotiating teams. In two of the three instances the teachers also submitted their resignations. In addition, there were withdrawals of services in early January 1975 by the teachers of several separate school boards.

227. There has been considerable controversy in Ontario over the nature of the legislation that would be required to govern collective agreement negotiations. At present there is no such legislation in Ontario, but it is being prepared for presentation in the near future.

D. Teacher Education

228. Teacher education is provided by nine universities (two of which offer French-language programs) and one college operated by the Ministry of Education. This college, the Ontario Teacher Education College, has two campuses, one in each of two large cities (Toronto and Hamilton) in Southern Ontario. Graduates of the OTEC program and most of the nine universities receive Ontario teaching certificates.

229. All teacher education programs for the purpose of certification must be approved by the Ministry of Education. Certificates are of two types — basic and special. Basic certificates license teachers to teach in publicly supported schools at various levels of education — elementary, secondary academic, and secondary vocational — although in order to teach in a French-language elementary school, a teacher must be a graduate of one of the French-language programs. Special certificates are for special areas of competence such as music, special education, and physical education. Holders of special certificates must also hold basic certificates. In addition to certificated teachers, school boards are permitted by legislation to employ psychologists and other professionals to provide health and special counselling services.

230. Most of the universities offer a one year consecutive teacher education program, for which the academic requirement for admission is a university degree. Two universities, however, offer programs wherein the professional portion of the teacher education program can be taken concurrently with the academic degree.

231. The demand for teachers fluctuates because of changing enrolments and other factors. Each year the Ministry's Teacher Education and Certification Branch attempts to monitor both supply and demand so as to know how aggressively to encourage more people to become teachers. At present, there is a slight surplus of secondary school teachers in some areas, such as English and history, but there are shortages of French-language and technical education teachers. There is also a slight shortage of elementary teachers but it is expected that increased enrolments in teacher education institutions will result in a sufficient supply of elementary teachers for the 1975-76 school year. The other shortages are more difficult to overcome and efforts are being concentrated in these areas.

232. One of the special programs recently undertaken by the Ministry of Education is a summer program to certificate native peoples. This was started in the summer of 1974 and there will be a second summer session in 1975. These special summer programs were initiated to cope with the shortage of native teachers for the schools that are attended largely by native students. A special feature of these programs is that every candidate will have been involved in a supervised practicum for at least eight weeks by the time he or she is finished.

233. In addition to initial teacher education there is the very important area of in-service teacher education. In-service education is professional training beyond the level required for basic certification, including updating and upgrading of qualifications. Upgrading involves the acquisition of additional professional qualifications, either so that the teacher may be qualified to hold a certain position, or may be able to enter into a different salary category. In Ontario, opportunities exist in a variety of forms.

234. The Ministry of Education offers either directly or through a university faculty of education a range of summer courses leading to certificates in fields of study such as art, music, special education, primary methods and school librarianship. Some of these courses are offered both in English and French. Enrolment has been declining somewhat from 1969 to 1973 because more and more elementary teachers have been taking university courses towards their degrees. This has been caused in turn, by the Ministry's encouraging teachers to obtain degrees, the culmination of which has been the requirement of a degree for entry into teacher education programs since September 1973. In addition, school boards operate winter courses leading to Ministry of Education certificates in similar fields. Teachers can choose from either Ministry courses or board courses according to their wishes and convenience.

235. For secondary school teachers, the normal route to upgrading consists of additional academic work at the university level leading to specialist qualification in a subject field or fields upon completion of a program offered by a university faculty of education.

236. For certification of principals, the Ministry of Education operates courses of four weeks duration each summer. One summer course is required for elementary school principals and two for secondary school principals. A number of graduate programs leading to master and doctoral degrees are offered through the universities and the Ontario Institute for Studies in Education.

237. Less formal than upgrading is the updating of teachers, which takes place in a host of ways. Updating is the process of acquiring new viewpoints, skills, or competencies to respond to changing demands — an important part of in-service education. One of the ways in which updating takes place is through professional development days, scheduled by the individual boards and used for in-service training in a variety of ways.

238. To support locally developed in-service programs, the Ministry provides or facilitates the provision of, on request, material, human, and financial resources through its regional offices. The Ministry also publishes a periodical entitled Ontario Education Dimensions, which is sent to teachers to keep them informed of current developments.

239. The in-service efforts of the Ministry are augmented by other organizations throughout the province. Included among organizations that offer such opportunities are the teachers' associations and federations, the university faculties of education, the Ontario Teacher Education College, and the associations of educational and administrative officials.

E. Supervision

240. In general the word "supervision" implies a control function, but this is not the meaning intended in this chapter, entitled Support Functions. With its policy of decentralization of responsibility the Ministry views supervision as a co-operative effort between the Ministry and the local boards. The name of its primary effort in this area reflects the policy; it is called the Service for Co-operative Evaluation of School Systems.

241. Co-operative supervisory functions are co-ordinated by the Ministry's Supervisory Services Branch. This Branch designs, tests and implements a variety of evaluation systems to determine the status of the educational enterprise at both the local and the provincial levels; that is, for the use of school boards and the Minister.

242. In order to ensure wide representation in the design and implementation of evaluation systems, the Supervisory Services Branch uses the task force approach, which brings together Ministry personnel, representatives of the teachers, trustees, and administrative officials.

243. In the development of models for the co-operative evaluation of school systems, a set of basic principles was established within which the goals for the evaluation mechanism were developed. Two high priority goals were determined: 1) the approach should provide reliable information, at both provincial and local levels, so that achievements may be better perceived; and 2) the application of the model should result in the collection of information that will provide the basis for more effective decision making in the areas of development and accountability at both the local and provincial levels.

244. After extensive study, a general approach employing the following six-step process was developed for experimental use:

1. formal request
2. internal evaluation
3. external evaluation
4. co-operative review
5. final report
6. follow-up activities

245. During the 1973-74 school year, four pilot projects in which the evaluation models were tested were carried out by the Branch and local school boards. As a result of the experience gained in these experimental studies, several refinements are presently being made, especially in the areas of instrumentation and communication strategies.

246. During the 1974-75 school year six projects are being conducted with interested boards. By systematically reviewing the pilot projects; the Supervisory Services Branch was able to provide both improved and additional supportive materials for use in these projects. The expectation of this entire exercise is that the co-operative approach to evaluation of school systems will provide a sound basis for educational improvement at all levels in the education system.

247. There are other "supervisory" activities that are not necessarily co-operative as defined in the foregoing discussion of co-operative evaluation reviews, but which are essential to the operation of a school system. For example, it is necessary for the Ministry to maintain close communications with the provincial organizations of teachers, trustees, and education officials and to co-ordinate, from the Ministry's point of view, interorganizational relationships among the various provincial bodies. Similarly, it is necessary to provide a contact point between the Ministry and the public education system. These functions, and others, are provided by the Supervisory Services Branch.

248. There are still other services offered by the supervisory services personnel in the Ministry's regional offices that are both unique and necessary. They are unique in such situations as providing assistance to "isolate" boards of which there are approximately 40 in Ontario, all in the remote areas of the north.

249. These publicly elected boards have as their chief education officer a supervisory services officer from the regional office, who provides supervision of teachers and program as well as assisting with the recruitment and hiring of staff.

250. As mentioned previously, there is no financial assistance provided to private schools by the provincial government. There is, however, an inspection service provided by the Ministry of Education for a fee. This inspection is to determine whether subject credits may be granted or whether the students may be recommended for provincial secondary school graduation diplomas. Where French-language student enrolment is not sufficient to justify the appointment of a French-language supervisory officer, a school board must arrange to obtain the services of a French-speaking supervisory officer employed by another board or by the Ministry to provide supervisory services for its French-language instructional units.

251. Private schools are required by The Education Act, 1974 to file an Intention to Operate. In 1973, 297 private schools did so, and of these 110 were inspected by Ministry officials.

CHAPTER VI

DELIVERY FUNCTIONS

A. Policy and Program Delivery

252. Educational policies for the province are determined by the Ministry of Education through a process of consultation with educational associations and the public at large. The Ministry's information comes from briefs, submissions, letters, and personal interaction at meetings, seminars, delegation visits, and so on. From the study of this information by the officials of the Ministry emerge recommendations for policy decisions, which are forwarded to the Minister.

253. Policies approved by the Minister are prepared in the form of proposed acts and regulations or amendments thereto. Proposed acts are submitted to the legislature for debate, whereas regulations are submitted to the Lieutenant Governor in Council for approval. Acts passed by the legislature provide the statutory basis for the operation of the education system of the province.

254. In general, the legislation places the responsibility for province-wide educational matters with the Minister of Education. For those matters where it is important to meet local interests and preferences, responsibility is placed with the school boards. For certain matters there is a combined responsibility: the local boards are given authority subject to ministerial approval. Thus the overall responsibility rests with the Ministry of Education, whereas the implementation decisions are usually made by local school boards.

255. School boards are informed of Ministry policies by means of printed materials and by personal consultation. Copies of the acts and regulations are maintained by all school boards, and memoranda outlining the application of ministerial policies and procedures are also distributed to all school boards whenever necessary.

256. The Ministry provides direct information and consultative services to school boards by means of professional staff members located at the Ministry's nine regional offices across the province. Five of the offices have French-speaking staff members so that these services can be provided to French-language areas.

257. Because the regional offices play an important part in policy and program delivery, their role should be explained in detail. In 1965 the Ministry formally introduced a policy of decentralization and by 1966 ten regional offices were in operation. This number was recently (January 1974) reduced to nine in order to accommodate better the needs of the Metropolitan Toronto school boards, the largest systems in Ontario.

258. The structure of the regional offices was reorganized in 1974 in response to the recommendations of the report of the Task Force on Organization, Ministry of Education. A key premise of the Task Force's recommendations was the necessity to differentiate clearly between provincial policy development and delivery, and school policy development and program delivery. The first of these falls within the Ministry's jurisdiction. Specifically, in terms of policy delivery, the regional offices disseminate and interpret Ministry policies, guidelines, acts, regulations, and any other Ministry publications. At the same time, they maintain close contacts within the school boards in order to assess the effectiveness of these materials. The information gathered in this way enables the regional offices to make recommendations to the Ministry's central office for the development or revision of policy, based on needs and trends identified in the field.

259. The Ministry's regional offices also help to develop the expertise of local board personnel in the areas of curriculum development and evaluation, school organization and management, and school business and finance. They are responsible for approving innovative courses, certain financial expenditures, and building proposals. They co-ordinate research activity in their regions and make recommendations to school boards regarding the allocation of research funds, and they are responsible for the collection and certification of statistical data required by the Ministry.

260. Program delivery is the responsibility of the school boards. To assist the school board in this function, the Ministry has a staff of Curriculum Services Officers in each regional office. Their activities are directed at increasing the skills of board personnel in the process of curriculum implementation through group activities. Thus they play a key role in the dissemination, interpretation and evaluation of Ministry curriculum guidelines.

261. Also located in the regional offices are Supervisory Services Officers. One of their functions that may well increase in importance has largely been described in Chapter V, under the description of the co-operative evaluation review process. In general, the Supervisory Services Officers provide continuing evaluation of the effectiveness of Ministry policy.

262. Business and Finance Officers, the third main group of regional office people, work with and guide senior board staff in the whole realm of educational finance, much of which is quite complex.

263. Some boards — for example, in the northern regions of the province — need assistance with program delivery, primarily because they are not large enough to maintain any board consultative services. To meet these special needs, the Ministry has a staff of Field Services Officers, whose function is to provide specialist expertise to boards where needed.

264. As mentioned, the key role of the Curriculum Services Officers is the dissemination, interpretation, and evaluation of Ministry curriculum guidelines. As this role is so closely involved with the ultimate school programs, it merits considerable expansion.

265. The method of introducing guidelines in any region takes into account both the needs of the boards in that region and the overall provincial implementation program as planned by the Curriculum Services Branch of the Ministry's central office.

266. Typically a "Chief Implementor" is designated by the Curriculum Services Branch to co-ordinate the introduction of each new curriculum document and one or more "Regional Implementors" in each regional office provide assistance. An implementation committee is formed, comprising all or a representative group of the regional implementors. This committee discusses broad overall strategies for the implementation, and plans and carries out an in-service program for all the Ministry officials involved in the implementation to deepen and consolidate their understanding of the curriculum document. The committee identifies and in some cases designs resource material to assist the regional teams, plans provincial publicity and conferences if appropriate, and acts as an ongoing forum for the discussion of mutual concerns connected with the implementation and its evaluation. All of these functions are directed by the Superintendents of Curriculum Services in the regional offices; the Superintendents, in turn, work closely with the Director of the Curriculum Services Branch in the central office.

267. The regional implementor co-ordinates the program in his region. If the document is of a general or multi-disciplinary nature, there will usually be a regional implementation team, rather than a single person, acting as a regional planning and co-ordinating committee. Members of this group consult with appropriate board officials in their region and arrange suitable activities to introduce and explain the document to the personnel of that board.

268. With smaller boards, Ministry officials may be directly involved in explaining curriculum documents to classroom teachers. With larger boards, Ministry officials are more likely to work with supervisory officials with curriculum responsibilities and locally employed consultants. Their job in this case is not only to explain the documents, but also to assist the local officials in planning implementation activities suitable for that jurisdiction. Ministry officials may assist in a few of these local implementation activities.

269. A policy area of current high interest in Ontario is early childhood education. At present there is considerable controversy concerning the entire spectrum of infant care, day care for very young children, and early childhood education. The Ministry of Education has responsibilities in the latter area only; that is, in junior kindergartens and kindergartens; day-care centres and nursery schools are under the jurisdiction of the Ministry of Community and Social Services.

270. Ontario has had a long tradition in the education of young children. It was among the first jurisdictions in North America to make provision for children aged four to six. Permissive legislation enabling school boards to set up kindergartens and junior kindergartens has existed for many years.

271. In general, compulsory school attendance applies to children from the age of six to sixteen. The legislation, in order to be specific, actually broadens this to include children of age five years and nine months by stating: "A person who had attained the age of five years on or before the 31st day of December in any year has the right to attend, after the first day of September of the following year, a public (separate) school...."

272. Similarly, children of age four years and nine months are permitted by legislation to attend kindergartens where the boards choose to offer them, and children of three years and nine months may attend junior kindergartens in jurisdictions where they are offered. Thus, present legislation provides for children from age three years and nine months onwards.

273. The critical nature of childrens' early years is acknowledged through the definition of the primary division of an elementary school as comprising junior kindergarten, kindergarten, and the next three years of the program. This gives scope for boards to develop uninterrupted "first school" programs for children from four to eight or nine years of age.

274. Of the approximately two million students enrolled in the schools of Ontario, some 600,000 are in the primary division. Although attendance in the junior kindergartens and kindergartens is not compulsory, in 1973 over 95 per cent of the five-year-olds of the province were enrolled in publicly supported programs, and nearly 35 per cent of the four-year-olds were in junior kindergartens. The 420,000 children enrolled in the first three years of the publicly supported program after kindergarten represent over 98 per cent of the eligible population. (The remainder are enrolled in private schools or are excused for reasons specified in the legislation).

275. Although legislation has enabled local boards of education to establish junior kindergartens since 1939, it is only in recent years that there has been significant expansion of these facilities. Table 3 shows that in 1965-66 there were no students in publicly supported junior kindergartens. In 1973-74 there were over 38,000 with a projected total of 60,000 for 1974-75.

TABLE 3

ENROLMENT IN JUNIOR KINDERGARTEN 1965-66 TO 1973-74

	1965-66	1970-71	1971-72	1972-73	1973-74
Public elementary schools	-	9,199	10,837	20,405	22,467
Roman Catholic Separate elementary schools	-	3,490	6,706	11,501	15,571

SOURCE: Ontario Ministry of Education, Reports of the Minister of Education, 1965-1973

276. The funding for kindergartens and junior kindergartens is essentially the same as for the rest of the elementary school, but as kindergartens tend to be half-day programs, the grants are paid accordingly. However, additional capital is available when classes for four and five-year-olds are first established.

277. It is common policy for local boards to insist on some addition to basic teaching qualifications for those taking responsibility for young children. Such additions can take the form of Ministry of Education courses in Primary Methods — three of which lead to a Primary Supervisor's Certificate — or special emphasis and extra work during the year of basic pre-service education.

278. The Ministry also supports these programs through its curriculum guidelines, which teachers use in developing programs for the young. The trend to treat junior kindergarten and kindergartens as an integrated part of the school, both physically and philosophically, has been supported through the development of a curriculum that provides for children from four through 12 years of age; that is, for both the primary and junior divisions.

279. Correspondence courses — as a substitute for school attendance — have been offered by the Ministry of Education since 1925. Residents of the province are eligible for enrolment if they are in one of the following categories:

(a) people who would otherwise be attending school in Ontario and are prevented from doing so by illness or distance;

(b) people temporarily absent from Ontario (for a period not longer than three years);

(c) Senior Division day-school students of a public secondary school whose enrolment is recommended by the principal of the school and approved by the Ministry;

(d) people 16 years of age or over who are not enrolled in a public secondary school (i.e., they are beyond compulsory school age).

280. Elementary school courses are available in English for English-speaking students and in French and English for French-speaking students. Included in the elementary program are English literature and language, French literature and language for French-speaking students, spelling, writing, history, geography, mathematics, and science. In the secondary grades the course offerings are too numerous to list here — 116 in total.

281. Correspondence courses are developed by Ministry staff with the assistance of skilled classroom teachers, and marking is done by teachers throughout the province, who undertake the work in addition to regular teaching. The developmental and administrative work of the correspondence program is carried out by a staff of 118 in Toronto. The marking is done by an outside staff of approximately 800, who are paid on a per-lesson basis. All the courses and services described are free of charge to the student. Textbooks are provided on loan to all students except those in Year 5 courses.

282. A brief history of enrolment in correspondence courses is provided in Table 4. At present elementary enrolment is small in comparison with secondary. Elementary enrolment has decreased as schools in the province become more accessible; those still enrolled are primarily those who are temporarily absent from the province. On the other hand, adult enrolment is increasing. It is becoming increasingly accepted that traditional schooling — formal learning through a prescribed period of childhood and early adulthood — is inadequate educational opportunity. Through its correspondence courses, the Ministry provides an additional opportunity at the elementary and secondary levels. The largest age group enrolled is the mid-20s group, but there are students of all ages, from six to 80.

B. Education of Native People

283. The Province of Ontario is at an important evolutionary stage in the education of its native people. The Ministry of Education feels it is important to consult with native people so that the Ministry's

TABLE 4

CORRESPONDENCE COURSES, 1968-1969 TO 1972-1973

	1968-69		1969-70		1970-71		1971-72		1972-73	
ELEMENTARY	ACTIVE ENROL.[1]	NO. LESSONS PROCESSED[1]	ACTIVE ENROL.[1]	NO. LESSONS PROCESSED[1]	ACTIVE ENROL.[1]	NO. LESSONS PROCESSED[1]	ACTIVE ENROL.[1]	NO. LESSONS PROCESSED[1]	ACTIVE ENROL.[1]	NO. LESSONS PROCESSED[1]
English, grades 1-8	900	4,962	785	4,999	638	5,027	424	6,015	467	7,524
Bilingual, grades 1-8	66	469	69	548	96	752	31	367	70	494
Adult courses	3,801	19,444	3,746	21,202	4,356	24,960	4,966	28,428	-	-
Total	4,767	24,875	4,600	26,749	5,090	30,739	5,421	34,810	537	8,018
SECONDARY										
Academic	43,023	275,897	45,056	267,131	45,154	243,165	50,463	237,502	48,888	263,468
Trades	363	1,511	322	1,166	443	1,006	-	-	-	-
Total	43,896	277,408	45,378	268,297	45,597	244,171	50,463	237,502	48,888	263,468
Grand Total	48,153	302,283	49,978	295,046	50,687	274,910	55,884	272,312	49,425	271,486

[1] Figures are for the period July 1 to June 30 of each year following.

Note: The former adult courses in English and mathematics are now secondary school courses and are included in the secondary school figures.

Source: Ontario Ministry of Education, Reports of the Minister of Education, 1968-1973 resources can be used to fulfil the aspirations native people have for the education of their children. Attitudes and practices of both the native people and the Ministry of Education must nurture the growth of the culture of the native people in Ontario and thus contribute to their self-respect and pride.

284. The people referred to as native people include registered Indians, Metis, and non-registered Indians. In Ontario there are about 58,000 registered Indians and about 100,000 Metis and non-registered Indians located throughout the province.

285. The Metis and non-registered Indians are, in whole or in part, North American Indians and identify themselves as Indians but are not legally Indians according to The Indian Act. Many of these people live on the periphery of Indian reserves or in remote communities, and often form the majority of the population in small communities.

286. The Government of Canada's Department of Indian Affairs and Northern Development is responsible for the education of registered Indians. In some cases the Government of Canada purchases education from the province; however, it also operates its own schools. The Province of Ontario is responsible for the educational program and services for the Metis and non-registered native children. The curriculum for these children is the same as for all publicly-supported schools in the province.

287. The drop-out rate of native students is still disproportionately high, a situation of great concern to many native people. Although this problem may have many other causes as well, the native people have indicated that an irrelevant curriculum is one of the main contributing factors. It has been recognized that the curriculum could be made more relevant through certain adaptations and innovations. For example, areas of current major effort are the use of the native language in early grades and the development of a curriculum guideline specifically oriented to the needs of children of native ancestry.

288. The use of native languages in early grades is proving to be successful. In many of the schools on reserves, the Government of Canada's Department of Indian Affairs and Northern Development has placed native classroom assistants, who teach in the first language of the children in the community. This approach appears to be pedagogically sound and has had a positive effect on the children. English or French is introduced as a second language, enabling the children to develop facility gradually. This policy is presently under study for implementation in the province's schools as well.

289. In early 1973 a committee was established to develop a curriculum resource guide, People of Native Ancestry, for the primary and junior divisions. This document is in the process of being implemented now with the help of nine native people. The development of a similar document for the intermediate division was started in late 1974, and it will be implemented in a similar fashion. In addition, a variety of resource materials is being prepared. Several secondary schools are already offering credit courses in native studies in the senior division, and a few schools are offering native language courses as options.

290. Teacher education has developed concomitant with course development. There are now more teachers for native studies being trained than ever before in Ontario's history. A special basic teacher certification program for native people, consisting of two seven-week summer sessions, has been provided by the Ontario Teacher Education College to meet immediate needs. In the summer of 1974, 96 native people completed the first of the two summer courses. Two university faculties of education are planning regular teacher education programs for native people in order that future needs will also be met.

C. Recurrent Education

291. A topic of much current interest and discussion in Ontario is "recurrent education", which is taken to mean, in Ontario, educational and leisure programs for adults. School boards are actively involved in the provision of a wide variety of these programs for adults of varying ages and interests. During the past few years, increases in the amount of peoples' discretionary time has prompted boards to undertake extensive surveys and studies to assess the public's needs and desires for such activities. As a result, most continuing or recurrent education programs offered are extremely timely, relevant, and well attended.

292. For the most part, board-sponsored academic courses in recurrent education are based on the secondary school curriculum guidelines and lead to the Secondary School Graduation Diploma or Honour Graduation Diploma. Evening classes are also provided in response to numerous requests for courses dealing with secretarial and management skills, as well as courses in general business and finance. A wide range of course offerings has been developed to meet informal educational and leisure interests, covering such diverse subjects as gourmet cooking, interior design, law for the layman, wise investing, metal work, and auto mechanics. Also popular are activities oriented to craft and art design, creation, and use.

293. The proliferation of recurrent education offerings has been motivation for many boards to employ full-time co-ordinators for such programs. An important function of an adult-education co-ordinator is often liaison with other course-offering agents in the community (e.g., Colleges of Applied Arts and Technology, Young Mens' and Womens' Christian Associations, municipal recreation authorities), to exchange information, avoid unnecessary duplication, and to ensure provision of needed programs. The co-ordinator is also responsible for employing certified teachers and/or people qualified to instruct in specialized areas. In recent years in Ontario there has been an increasing emphasis on the appropriateness of methodology used in adult education, and many instructors are improving their adult-teaching skills as a result. Boards and their personnel make every effort to ensure that the continuing education experience is a highly personal, meaningful, and satisfying one.

294. Courses in recurrent education offered by school boards are subsidized by the Ministry of Education, Ontario, and consequently the participation fees are nominal, making the courses accessible to people of varying ages and socio-economic circumstances.

D. Education of Exceptional Children

295. Special education programs are being developed aggressively in Ontario. Exceptional children are educated both in schools operated by local school boards — for example, schools for the trainable mentally retarded — and in schools under the aegis of the Special Education Branch of the Ministry of Education.

296. Over the years, programs and services have been developed to meet the needs of disabilities such as blindness, deafness, and mental retardation. For children with more than one disability, considerable time and study has been spent in the past in delineating the primary disability that needed attention. It is now acknowledged, however, in the development of special education programs, that primary emphasis must shift from a focus on the handicap to a focus on the individual child and his educational needs. To this end, the Ministry will attempt to establish an aggressive communications program, obtain the co-operation of parent and professional associations, broaden school officials' and trustees' understanding of special education needs, and obtain supportive leadership from the professional groups concerned with the functioning of special education programs.

297. There has been a tendency in education to concentrate on the handicapped child's disabilities, but it is now recognized that attention to his abilities will produce desired results more quickly. The Special Education Branch has also pointed out that exceptional children often

carry their handicaps into adult life, where they must live in a world where people are not usually handicapped in the same way. The Branch's position, therefore, is that a handicapped child should not be isolated from non-handicapped people during his education. Greater emphasis should be placed on trying to keep the handicapped children with the non-handicapped as long as they can better profit from that experience. Transfer to a special education class should be for specific reasons with a specific plan for treatment and remedial education established, understood, and agreed upon by both school and family.

298. The Ministry regards placement of a child as the most important part of special education programs. Because this placement can be anywhere across the spectrum from institutionalization to total integration, extreme care must be taken to ensure that the choice is correct for each child. Furthermore, every effort should be made to bring a child, placed in an institution or special education class to a point of educational development at which he can re-enter his regular classroom. This goal necessitates frequent re-appraisals of each child's situation.

299. As mentioned previously, special education programs are the responsibility of both the local school boards and the Ministry of Education. Boards are responsible for providing adequate diagnostic or appraisal services for the children in their jurisdictions, professional staff in classrooms, professional and paraprofessional staff to assist in the teaching and learning process and information systems to create knowledge of teaching aids and materials.

300. Recently it has been increasingly recognized that cultural aspects of special education programs are very important. Consequently special education programs have been developed for French-speaking children and most of the services associated with these programs are available in the French language.

301. Many of the larger boards employ consultants in special education, who provide seminars, discussion groups, and other assistance for regular classroom teachers so that they can be alert to identify children whose behaviour indicates a need for special attention. In this regard, a few of the larger school boards are making considerable progress in identification and prevention programs for very young children, i.e., ages four to six. It is the aim of these programs to identify behavioural, emotional, and other problems as early as possible in the child's life so that steps can be taken to prevent them from becoming learning problems. These developments have taken place concurrently with a Ministry of Education research project in this area which was begun in 1973; the project's findings were beginning to be accumulated in late 1974.

302. As well as operating schools for special education, the Ministry provides consultative services. For example, the Special Education Branch personnel work closely with Teacher Education and Certification personnel to develop more effective methods of teacher education in special education for all teachers and specialists.

303. The Special Education Branch provides a resource service to agencies and parent and professional organizations concerned with exceptional children and youth. The Branch works with the Ministry's regional offices to encourage and assist school boards in the provision of programs, in assessment, and in planning and evaluation of comprehensive programs and services for exceptional children.

304. In general, the Ministry's Special Education Branch develops policies to be sure that school boards are able to meet the demands for special education programs. It realizes the importance of co-ordinating the policies, efforts, and resources of other ministries, such as Health and Community and Social Services, as well as agencies in the communities in order to meet the lifetime needs of the handicapped.

305. As stated previously, the Ministry encourages the placement of children as close as possible to the total integration end of the spectrum of programs and placements. For some children, however, local provision is not feasible so to meet these needs the Ministry operates special schools — specifically, three schools for deaf children and one for blind children. The enrolments for these schools for the 1973-74 school year were just over one thousand in the three schools for the deaf and 221 in the school for the blind.

306. At the school for the blind, there are several programs — the academic program for students proceeding to post-secondary education, the vocational program for those heading for employment, and the special program for those who will probably spend a great deal of time in a sheltered environment, at home, a sheltered workshop, or an institution. In addition, there is a highly specialized program for deaf-blind students.

307. The programs at the schools for the deaf include the academic, vocational and special programs; and at one of the schools there are highly specialized programs for hearing-aphasic students and emotionally disturbed deaf children.

308. The Special Education Branch has responsibility for the direct administration and supervision of the school programs in twelve of the largest institutions for persons diagnosed as mentally retarded or emotionally disturbed. Facilities for the mentally retarded are operated by the Ministry of Community and Social Services;

those for the emotionally disturbed by the Ministry of Health. In both cases the Ministry of Education, through its Special Education Branch, provides the educational component. The programs for which the Branch is responsible provide for developmental disorders, behavioural disorders, communications disorders and services such as diagnostic, outpatient and liaison services.

309. Many of the children in the institutions are involved in types of developmental programs more suited to them than attendance at school would be. However, many of the children are involved in continuous assessment to determine their capability to profit from a school program.

310. Wherever possible children are moved into integrated programs if they are ready to benefit from them. To assist local boards in placing these children into programs, the provincial schools offer resource services. Another service provided by the schools for the deaf is direct instruction to children of pre-school age and their parents. Because of the success of these services, the Ministry is planning to expand them as funds become available.

311. A profile of special education programs and services presently provided by the school boards in Ontario is shown in Table 5.

312. In the future it is expected that more and more "normal" deaf and blind children will be educated in their home areas rather than having to live in institutions that, in some cases, are far from their homes. As this trend continues, the four provincial schools will concentrate increasingly on programs for deaf and blind children who have additional handicaps.

313. Although much progress has been made in the programs for the handicapped, little has been done to date for the gifted child. The Ministry's Special Education Branch recognizes that this is an overdue development and will concentrate future resources on programs for such students. At present, these are primarily in the study and planning stages.

E. French and English Language Education

314. French is an optional subject in all years of English-language elementary and secondary schools in Ontario, although not vet in all schools. The Ministry recommends that where French-language programs are offered in elementary schools provision be made for a minimum of 20 minutes per day of French instruction. In secondary schools, students taking French usually have approximately 40 minutes of instruction per day.

TABLE 5

PROFILE OF SPECIAL EDUCATION PROGRAMS AND SERVICES

PROVIDED BY

APPROXIMATELY 200 SCHOOL BOARDS IN THE PROVINCE OF ONTARIO IN 1973

	ELEMENTARY						SECONDARY			
	SELF-CONTAINED PROGRAM		INTEGRATED PROGRAM		OTHER		SPECIAL PROGRAMS		RESOURCE PROGRAMS	
	STUDENTS	TEACHERS	STUDENTS	TEACHERS	STUDENTS	TEACHERS	STUDENTS	TEACHERS	STUDENTS	TEACHERS
1. Behavioural - Emotionally Disturbed	1498	219	853	244	1,106	22	194	19	242	3
2. Communication										
Deaf	326	55	42	9	10	0	40	3	29	8
Hard of Hearing	355	48	187	46	173	10	9	0	93	4
Language Instruction	1457	90	3620	423	6,479	200	505	14	1875	43
Learning Disabilities	3843	477	8242	1579	4,832	187	569	33	314	10
Speech Correction					40,269	482			2793	9
3. Intellectual										
Gifted	2653	100	1366	46	1,034	6	19	0	45	0
Mild to Moderate (Educable) Mentally Handicapped	20239	1544	8814	947	3,725	109	21101	1320	632	3
Severe (Trainable) Mentally Handicapped							6240	714		
4. Physical										
Blind	1	0	2	0	3	1	0	0	12	2
Limited Vision	63	7	96	18	99	5	6	0	65	1
Orthopaedic	595	71	51	12	22	0	27	0	58	3
5. Multiple	610	66	1403	546	65	3	82	7	709	34
6. Other (Specify) e.g., Remedial, Home Instruction	4079	156	11775	580	23,916	506	15392	263	1936	53
Hospital, Institutional, Homes for Unwed Mothers	1287	19	1073	24	3,415	123	748	51	732	14
TOTALS	37006	2855	37524	4479	85,150	1659	44932	2427	9535	188

Source: Ontario Ministry of Education

315. Several school boards provide immersion French programs in which all instruction is provided in the French language, or extended French programs in which the period of instruction in French is either longer than normal (75 to 150 minutes per day) or in additional subjects (history, geography, mathematics, etc.). Most of these programs are being monitored by research projects financed by the Ministry of Education.

316. In most parts of the province, opportunities for the casual, everyday use of the French language are seriously lacking. This is one of the most difficult problems for teachers of French to solve. The Ministry of Education and the Ministry of Colleges and Universities are working jointly with the Office of the Secretary of State in selecting, training, and assigning moniteurs (French-speaking university students) to English-speaking school systems. These young people provide opportunities for English-speaking students to use French in a direct, real-life exchange, which contributes significantly to the process of becoming bilingual.

317. Opportunities for French-speaking pupils to become bilingual are much greater, because such opportunities are provided not only by schools but also by the milieu in which the pupils live. It is not unusual, therefore, to find that a French-speaking child who registers in school for the first time already has a basic knowledge of English.

318. The main purpose of Ontario's French-language schools is to allow Franco-Ontarian students to be educated in the context of their own language and culture. But the province's French-language schools recognize that every student will eventually have to integrate into a social, trade, or professional context in which a sound knowledge of English is essential. Accordingly, the French-language schools provide for English-language instruction to start in the early grades. Legislation makes the teaching of English mandatory from grade 5 up. In the great majority of Ontario's French-language schools, however, the study of English actually begins in grade 3.

319. Although French-language schools are not designated as bilingual, most of their students achieve a satisfactory level of bilingualism. In this respect their achievements are greater than those of the English-language schools.

320. French-language assistance is one of the larger programs for which the federal government provides financial support. Federal funding assists in providing for the teaching of French in both English- and French-language schools. The Province of Ontario receives 5

per cent of the cost per student for each full-time equivalent English-speaking student being taught French for a minimum of twenty minutes per school day, and 9 per cent of the cost per student for French instruction to French-speaking students and for French immersion programs for English-speaking students. In addition, there is an administration grant based on 1½ per cent of the province's average instruction cost per student and calculated on the total number of students of the official language minority. Since 1970, the average amount received annually from the federal government has been approximately 18 million dollars.

321. Although English-speaking people are in the majority and French-speaking people in the minority, considering the province as a whole the majority and minority may be reversed in a particular area. To protect the minority, be it French or English, legislation governing the establishment of official minority language classes makes it mandatory for a school board to offer instruction in the language of the minority provided that 25 students or more (20 at the secondary level) can be assembled for this purpose. In the fall of 1973, legislation was passed creating a Languages of Instruction Commission to help resolve disputes between school boards and language advisory committees or groups of parents regarding official minority language educational programs.

F. Use of Languages Other than English and French

322. Many regions of Ontario have become focal points for settlement by immigrants from other countries. There are, therefore, many pockets of population where languages other than English and French predominate.

323. Legislation governing education in Ontario requires a teacher to use English in school, except where the teacher is teaching in a school or class in which it is stipulated that the language of instruction is French, in which case the teacher is to use French. There are two exceptions to this; the teacher is not required to use English or French when it is impractical to do so because the student does not understand either language, nor does the teacher have to use English or French if a language other than English or French is being taught.

324. When a student understands neither English nor French, his teacher is permitted to use another language to assist him only as long or as often as it continues to be impractical to use English or French. The Ministry has supported research on the use of Italian as the language of instruction to help immigrant children in their introduction to the English-language school system; most of the children studied moved from special instruction in Italian to English-language classes in their first year in Canada.

325. Normally, only English and French are taught in the elementary school. The secondary school language program, however, offers English, French, Francais, Anglais, German, Italian, Russian, Spanish, Latin, and Classical Greek, and the Ministry has published a curriculum guideline for each. If a school board wishes to offer courses in languages other than those listed above, it may apply to the Ministry for approval to do so. Such experimental courses are restricted to students in the last two years of the Intermediate Division and in the Senior Division.

G. Utilization of School Facilities

326. For at least 10 years the magic word in school planning in Ontario has been "flexibility". Educators have pleaded with architects to, in effect, "get the building out of the way of learning". This has led to the development in Ontario, as in most educational jurisdictions in North America, of the "open concept" philosophy in school planning. Walls have disappeared, and large areas of open space accommodate three, four, and five classroom equivalents sometimes with the use of folding or demountable partition systems. This physical flexibility has permitted a flexible team-teaching approach to learning, giving teachers opportunities to alter spaces in a school building to meet changing teaching situations. Not all such innovations have been successful in all cases. For instance, some teachers have found themselves unable to adapt to team-teaching; some students have not adjusted well to the open concept philosophy. What is important, however, is that these new concepts are available to those who wish to use them and traditional concepts can be used by those who perform better under them.

327. A growing interest is developing in the concept of "demountable" school structures that can be moved from site to site. There seems to be considerable value in this idea as decreasing enrolments, population shifts, and new housing areas make it difficult to determine where permanent school facilities should be located and how large they should be.

328. Because decreasing enrolments and population shifts result in dramatic changes in school accommodation needs in a given community, over the past two or three years many school boards have begun to share pupil places with other boards. A number of sharing arrangements between public and separate school boards, particularly in the city of Toronto, have been successful and worthwhile. It is a policy of the Ministry that before any new school building project is approved, evidence must be provided that there have been co-operative discussions between boards in the area.

329. The Government of Ontario has adopted a firm attitude towards encouraging the sharing of school building facilities between school boards and the communities. A Select Committee of the Legislature has studied this subject in depth, and a final report is now pending. Legislation has been enacted to permit school boards to enter into agreements with municipalities for the use of existing facilities owned by one of the parties or for the provision of new facilities. Many agreements involving the building and sharing of such structures as swimming pools and auditoriums have been concluded.

330. Co-operation between school boards on a wider basis than sharing individual schools is increasing. For example, there has been agreement between the Metropolitan Toronto Area Conservation Authority, the six public school boards of Metropolitan Toronto, the Metropolitan Separate School Board, and the York County Board of Education (a board adjacent to Metropolitan Toronto) to share in the construction and use of outdoor-education facilities.

331. Schools planned and built within the last 10 years have included specialized facilities such as health rooms, illustrating the co-operation between health agencies and school boards in sharing facilities in the schools in Ontario. These areas are equipped to accommodate visiting public health agencies concerned with the physical, dental, and mental health of the school children.

332. In recent years a number of older existing secondary schools have become unsuitable to accommodate an expanding secondary education program. In such cases a new secondary school has been approved by the Ministry on the condition that the existing school be used for elementary school purposes rather than building a new elementary facility. To encourage this, grants have been made for the alterations and renovations necessary to convert the secondary school to the learning needs of younger children. In some cases the secondary school building has been sold to another board, most often the separate school board, for elementary use.

333. It is increasingly recognized that a school building should serve the community in a much broader way than in simply the education of its children. Aside from the use of school buildings outside of school hours by community associations, community groups are becoming more involved in the preliminary school planning process. This has resulted, in a number of cases, in the inclusion in school buildings of areas specifically devoted to community requirements — facilities for senior citizens, municipal welfare offices, public health facilities, swimming pools, day nursery areas, and libraries. Such schools are usually referred to as community schools, and a number of school boards now operate schools that are specifically designated as community schools. Although definitions

of a community school vary in different locations, it is widely accepted that such schools are based on the principles of community education. For the most part, community schools endeavour to meet the informal learning needs, and often the recreational and social needs, of the communities they serve. The school uses community resources, both human and physical, to enrich its programs and increase their relevance. Conversely, the facilities of the school are available for community use. Citizen involvement in identifying program needs and in implementing and evaluating community programs is an important element of the community school. The involvement of parents in matters related to curriculum planning and other areas of the school program is being considered and tested in a number of such schools.

334. Volunteers play a key role in community schools, enabling teachers to transfer some of their time from supervisory and administrative tasks to the more important pedagogical functions. This is particularly helpful in view of teachers' great concerns that more attention to individual pupils is needed, as well as time for planning, motivating, diagnosis, and instruction. In addition to the direct benefits in student achievement which may follow from the use of parents in instructional or assisting roles, indirect benefits in achievement will also follow from the changes in parental attitude and distribution of teacher effort that accompany the use of parent volunteers.

335. The community school in Ontario is usually one in which after-school and evening programs are operated with community leadership. In some cases other service agencies (e.g., local municipal authorities, Young Mens' and Womens' Christian Associations) assist citizen groups or the school board with finances or equipment. For more than a year a Select Committee of the Ontario Legislature has been investigating the maximum use of educational facilities within the province. It is expected that the final recommendations of the Select Committee will have implications for community schools in Ontario.

336. In October 1974 the Minister of Education announced a new policy for community schools, enabling boards to apply, during the 1974-75 school year, for a 100 per cent grant on the cost of a community school proposal, up to a maximum of $10,000. At the same time, the Minister announced that a new community school unit would be created within the Ministry, with a small staff in the central office and a community education officer in each of the nine regional offices across the province. The unit personnel are now working with the schools at the "grass roots" level, improving and expanding community school programs and developing new ones.

337. The Ministry is also producing a practical handbook of facts, ideas, and examples, to inform and motivate school principals, staff, and interested citizens regarding the community use of schools.

H. Organization of School Programs

338. Perhaps the ultimate test of the "delivery functions" of the Ministry and the local school boards is an examination of the ways in which the school programs are provided to the children.

339. A fundamental parameter, defined by the Ministry of Education, is the length of the school year. In Ontario the school year commences on the first day after Labour Day — a national holiday celebrated on the first Monday of September — and ends on the 30th day of June. Depending on when the various school holidays fall, the length of the school year varies slightly, but it must include at least 185 instructional days, defined as a school day on which an instructional program is provided for each student.

340. The remaining school days are professional activity days. Professional activities include evaluating the progress of students, consulting with parents, counselling students, evaluating and developing curriculum and professional development of teachers through attendance at conferences, seminars, and workshops.

341. School holidays include every Saturday and Sunday, Thanksgiving Day, Remembrance Day (or a day designated as a school holiday in lieu thereof), Christmas holidays (variable, depending on when Christmas Day falls), mid-winter break (five consecutive days in March), Good Friday, Easter Monday (or a day designated as a holiday in lieu thereof) and Victoria Day (a day in May in honour of England's Queen Victoria, who was also Queen of Canada).

342. School boards are required to submit a school calendar for each school within their jurisdiction — these calendars may vary from school to school with the approval of the Minister — designating each day of the school year as an instructional day, a professional activity day, or a school holiday.

343. In Ontario, school attendance is compulsory from age 6 to 16 approximately. Children who reach six years of age on or before the first school day in September in any year must attend school from the first school day in September in that year or if they reach six years of age after the first school day in September they must attend from the first school day in September in the following year. They must continue attending until they reach their sixteenth birthday or until the last school day in June in the year in which they reach sixteen years of age. They may be excused from attendance at school if they are receiving satisfactory instruction at home or elsewhere (a private school, for example) or if they are unable to attend because of sickness or some other unavoidable cause. They are also excused if the nearest school is distant and the board does not provide transportation.

344. Sometimes a bright student will achieve a secondary school graduation diploma before he reaches the age of 16, in which case he is excused from attendance at school. Generally, such a student will be pursuing further studies anyway, so he will probably continue attending. In the opposite sense, a 14 or 15-year-old who is not profiting from a school experience, may be excused from the classroom to enter a supervised work experience. This may consist of working only, or combinations of working and school — either part-time or correspondence — as arranged by school authorities.

345. A student studying music is legally excused from school for up to one-half day per week, and a student is excused from attendance on days regarded as holy days by the church or religious denomination to which he belongs.

346. Because the months of July and August, usually very warm months in Ontario, are not included within the school year, there has been some pressure by various groups for a year-round use of schools. Several factors, of which the lack of air-conditioned schools is only one, have inhibited the use of the schools for regular programs in the summer months, but almost all major boards do operate summer schools at which students can make up work not successfully completed during the regular school year. They can also take on new work, either for general interest or for credit towards the diplomas. These summer sessions make full-year attendance possible for those who wish to take advantage of this opportunity. Many students do so and are able to complete their secondary education in less than the traditional five years.

347. As well as remaining open for summer academic programs, most schools are available to the municipality for a variety of sport and recreational programs.

348. It has been traditional for schools to operate their September-to-June program on a three-term basis — fall, winter, and spring with most courses running sequentially through all three terms. However, there has been a steady increase in recent years in the number of secondary schools operating on some form of semestering; that is, two terms per year. By September 1973, 107 schools did so, roughly 16 per cent of the total.

349. Even in the conventionally scheduled schools, many are operating a partial form of semestering for certain classes. Subjects that might normally be given two or three periods (a period is usually about 40 minutes long) per week over an entire year may be given five periods per week for a half-year, at the end of which the students would move on to another course given on the same basis in the second half of the year. Schools operating only a few subjects in this way would not consider themselves as semestered.

350. **Some** fully semestered schools operate on what is called "half-credit semestering", in which each course is taught for one period per day for one semester and has a value of half a credit. In many subjects, two of these half-credit courses would contain the material normally covered in a year-long course in a conventional school. Most students, having successfully completed their first half-credit course, would continue on in the second semester with the next sequential half-credit course in the same subject — a program not really different from that in a conventional school.

351. This form of semestering, however, is declining in favour of "full-credit semestering", in which a course that would conventionally be given five periods per week throughout the year would be given for ten periods per week in one semester, so that at the end of the semester a full credit is gained for each course successfully completed.

352. A profile of the different types of programs with the number of schools offering them is shown in Table 6.

353. The interest in semestering appears to be on the increase in Ontario. Semestering makes it possible for students to complete two normal years of a sequential subject in one school year, which usually helps to maintain interest. There are provisions in the Ministry's school organization guideline (Circular HS1) for accelerating a student's program.

354. If formal examinations are held, there are a few days allotted for them at the end of each semester, frequently combined with one or two of the school's professional activity days. The "break" thus created is used in "year-end" type of operations and, in some cases, to complete the rescheduling of students.

355. Semestering has been made possible because there has been a change to a credit system for secondary education in Ontario. This relatively new policy requires a minimum of 27 credits for a Secondary School Graduation Diploma and a further six credits at an advanced academic level for the Secondary School Honor Graduation Diploma. A credit is awarded for the successful completion of work that would normally be completed in 110 to 120 hours of scheduled time. (A credit equates roughly, therefore, to one 40-minute period per day for the entire year).

356. For the purposes of the Secondary School Graduation Diploma, the curriculum is divided into four broad areas of study: Communications, Social and Environmental Studies, Pure and Applied Sciences, and Arts.

TABLE 6

PROFILE OF SCHOOL PROGRAM ORGANIZATION

1973-74

Type	Number of "Semesters" per Academic Year	Length of Each "Semester"	Mid-Year Intervals	Period Length, Minutes	Credit Value of Courses	Number of Courses Taken per Semester	Percentage of Schools Using System 1973-74
Half-credit Semester	2	19-20 wks.	end Jan.	40	1/2	6-8	14
Full-credit Semester	2	19-20 wks.	end Jan.	80	1	3-4	
Partial-credit Trimester	3	12-13 wks.	end Nov. 1st half March	40	1/3	6-8	3
Full-credit Trimester	3	12-13 wks.	end Nov. 1st half March	120	1	2-3	
Full-credit Quadrimester	4	9-10 wks.	end Oct. mid-Jan. 1st half March	160	1	1-2	0.5

Source: Ontario Ministry of Education

Of the 27 credits required for the Secondary School Graduation Diploma, three must be taken from each of these four areas of study. Students must also complete four credits in courses designated as English Studies and two credits in Canadian Studies. Except for these specific requirements, students may select courses from a wide range of options available in most secondary schools, provided they have the approval of their parents. Students usually find it helpful to discuss their choices with their teachers, counsellors, and principals.

357. One of the major benefits of the credit system is subject promotion, rather than the grade or year promotion that has existed until recently. Subject promotion makes it possible for a student to repeat a course in which he was not successful without having to repeat those in which he was successful. The credit system also allows him to work at his own level, to reach ahead in some subjects, to engage in more basic work in others, and to accelerate or enrich his program — all according to his aspirations and ability. This, it is hoped, will improve a student's sense of involvement and satisfaction in education, and perhaps will inspire him with the desire and confidence to continue learning throughout his life.

358. Ontario is by no means the first education system to adopt the credit system. In fact, the experience of those who have adopted it before has been of enormous value to those implementing it in Ontario. One of the areas where previous experience has been very helpful is individual timetabling or scheduling. Developments here have gone hand-in-hand with the adoption of the credit system.

359. Whereas students in secondary school previously travelled from period to period as a class — that is, each member of the class had the same timetable — it is now far more common for students to travel in many different directions at the end of a period of instruction, because each person in the class has his own timetable different from any other.

360. The organization of school programs to accommodate individual timetables has created special demands on administrators. It is here that the computer has been of great help. The Ministry of Education has worked long and hard on the development of scheduling programs so that the computer can assist the school principals in the difficult task of creating individual timetables. In fact, this service is the most popular of all the computer services that the Ministry provides.

361. There are always, unfortunately, limitations in the individualization of programs, no matter how earnest the principal or how sophisticated the computer program. Limited school facilities, limited numbers of teachers, and local philosophies are inhibitors of complete individual freedom. Schools have moved to overcome these factors by implementing programs involving large-group instruction, independent study, and so on.

362. Principals have tried many different combinations of programs in their attempts to make the greatest possible number of courses available to students on a free-selection, subject-promotion basis. The freedom of choice usually increases as the student proceeds through school. More than ever before, students can choose individual courses at different phases of intensity and often in different years of the program.

PART III - Post-Secondary Education

INTRODUCTION

Growth and the structural changes consequent upon growth were constant features in the development of post-secondary education in Ontario during the sixties and early seventies. This report is directed mainly to discussion of those years with the exception of the universities where, in order to examine the foundations of growth in that sector, it was necessary to go back to the nineteenth century.

There are now 45 publicly-supported, major institutions of post-secondary education in the province. The total comprises 22 colleges of applied arts and technology (CAATs), 15 universities, 4 colleges of agricultural technology, an art college, a polytechnical institute, an institute for educational research and a centre for teacher education. As few as fifteen years ago, there were only nine universities receiving provincial assistance, six technological institutes and three agricultural schools. In addition, however, there were two systems (one of Teachers' Colleges, one of nursing schools) not now in existence.

In 1964, the government created a unit directed wholly towards the administration of higher education in the province, in the form of the Department of University Affairs. Vocational education remained with the Department of Education until 1971 when the Applied Arts and Technology Branch was joined with University Affairs to form the Department of Colleges and Universities. Teachers' Colleges (with the exception of the Ontario Teacher Education Centre) were phased out in favour of university-administered programs. Responsibility for nursing schools was transferred from the Ministry of Health to the colleges of applied arts and technology. Only the colleges of agricultural technology under the Ministry of Agriculture and Food, now remain outside a unified administrative system in the form of the Ministry of Colleges and Universities (MCU).

The impetus for such major reorganization came almost simultaneously from two committees of inquiry: the Committee on Government Productivity (COGP) and the Commission on Post-Secondary Education in Ontario (COPSE). Since both groups have had a far-reaching impact on the organization of post-secondary education in the province, their work is mentioned frequently in the following text.

With regard to the structure of the report itself, in essence it follows the major patterns provided by the Ministry of Colleges and Universities with its program units administering College Affairs, University Affairs, Manpower Training and Cultural Affairs. Thus chapters VII to X deal with the college and university sectors and the programs and policies pertaining to formal post-secondary education as a whole. Then the government participation in adult skill-training and cultural and non-formal learning is described, ending with a discussion of major trends and issues as they are currently perceived by the Ministry of Colleges and Universities.

CHAPTER VII

COLLEGES OF APPLIED ARTS AND TECHNOLOGY (CAATs) AND OTHER VOCATIONAL EDUCATION

363. In the early sixties Ontario was faced with severe problems in post-secondary education. Institutions were pressed by the burgeoning population and increased retention rates in the secondary schools. The implications for technical training were even more serious. Secondary schools, as a result of their adoption of the Reorganized Program, were about to send their first four-year program graduates into a province ill-equipped to educate them further. And there was a growing awareness, both within the Province and abroad, that a technologically complex society required highly skilled technicians, technologists and craftsmen to keep production in high gear. Technical as well as academic education appeared to be vital to economic growth. Hence plans were made to reorganize post-secondary education in Ontario by initiating a comprehensive system of facilities for educating and training technical personnel.

364. Four reports from three different groups were addressed to solving the problem. The Committee of Presidents of the Universities of Ontario, at that time a relatively new aggregation, produced two of them. The first, Post-Secondary Education in Ontario, 1972-1970, stated:

> The Committee is convinced that the requirements of the Province demand a much increased development of technological training... and that...a major study of the technological and technical training in the Province be undertaken. (p.32).

That study was embodied in the Report of the Select Committee on Manpower Training to the Ontario Legislative Assembly in February, 1963. Two of its conclusions were:

> Much more will have to be done at the post-secondary level to provide students with sufficient specialized knowledge to make them more readily employable...and that...to ensure efficient utilization of our human resources, everything possible will have to be done to provide every student with as much education and training as he is capable of effectively absorbing. (p.106).

These concepts, of employability and provision of educational services to the limit of every student's capability, were later embodied in the college structure.

365. The second report from the Committee of Presidents appeared in June, 1963. Entitled The Structure of Post-Secondary Education in Ontario,

it endorsed the recommendations of the Manpower Training Committee regarding continuance of Institutes of Trades but went further to recommend another type of post-secondary institution "approved by the Department of Education but under local control, that would concentrate its efforts on providing post-secondary and adult education for the immediate community".

366. Another opinion was that of the Grade 13 Study Committee, 1964, which was empowered to "report upon the nature and function of the Grade 13 year in the Ontario Educational System". The Committee recommended the establishment of community colleges to provide a valid alternative "available to the many Grade 12 graduates for whom a highly specialized academic course is unsuitable". Recommendation 37 of the Report is significant in that it led to the institution of the college system:

> That the Minister appoint a representative committee to study and report upon the Committee's proposal that community colleges be established...The Committee believes that a study of its proposals would include topics such as, (a) the needs of the groups of people who are not provided for in the present post-secondary education; (b) the nature and specific functions of community colleges, which would provide suitable post-secondary education other than that given by the universities and other institutions of higher learning; and (c) the desirable policy with respect to control and financing.

That report was received June 26, 1964. By January, 1965, a planning committee was established. Two main planning criteria for the system were flexibility and decentralization. Other basic premises were that "our concept must be unique to Ontario--must take into account our existing system with its Grade 13--must be suitable to the province's stage of business and industrial development--and must provide an alternative to the traditional system rather than be an appendate to it or an intermediate step within it".[1]

367. Ontario at that time already possessed a foundation on which to build the new system. After 1945, various Provincial Institutes had been set up to provide for the education and re-integration of returning servicemen. During the fifties four Institutes of Technology were opened and in the early sixties three Vocational Centres were inaugurated. All were incorporated into the plans, their existing facilities often providing the nucleus for the initial operation of the colleges of applied arts and technology.

A. The Institutions

368. On May 25th, 1965, the Minister of Education introduced a bill providing enabling legislation for the establishment and operation of a system of colleges of applied arts and technology. There are now 22 CAATs in Ontario, many of which operate more than one campus and all of which offer courses in more than one location. The location of the CAATs was originally established by adopting the province's ten economic regional development areas as a planning base. Due to varying population density among these areas, it became obvious that some regions would require more than one college. Nineteen areas were established, one (Area 3) later being divided in two and another (Area 16) divided into three. The regions are administrative units only. Table 7 lists the areas, the colleges and their enrolment and main locations. The areas themselves are shown in the accompanying map (Figure 4).

I. Objectives

369. In a major speech to the Legislative Assembly on February 23, 1965, the Premier, The Honourable John Robarts, stated that:

> It is the task and the purpose of this Government to provide whatever opportunities are necessary to enable each individual, through education, to develop his potentialities to the fullest degree and to employ his talents to the greatest advantage and we plan to accomplish this through free choice, not by coercion and regimentation of our fellow citizens.

In introducing the legislation the Minister noted that it went "far toward making a reality of the promise--indeed of the stated policy--of this Government to provide through education and training, not only an equality of opportunity to all sectors of our population, but the fullest possible development of each individual to the limit of his ability." He further noted that "our efforts here could, I suppose, be considered also as a co-ordination and culmination of all previous work in this area: a welding into a coherent whole, so to speak, of the parts which have sometimes seemed segmented and unrelated, so that we have a complete system extending from the kindergarten to the post-graduate level."

370. The rationale for the introduction of the new college system is provided later in the same speech.

> We now have accepted the principle of secondary education for all. We probably must now recognize the inevitability of some form of post-secondary education (i.e. beyond Grade 12) for all capable of profiting from it. Further education must be provided in a variety of courses or programs, varying in length from a few weeks to six or more years; in new types of institutions, as well as in universities, and for part-time day and evening students, as well as for full-time day students, for adults as well as for youth, and for the upgrading and updating of workers, either on the job or in evening courses, as well as for the unemployed.

Programs were to be "occupation-oriented". The colleges were "to meet the needs of the local community"; and they were to be "commuter colleges" (that is, residence or dormitory facilities were not normally to be provided).[2]

371. Finally, three major responsibilities of each and every college were:

> to provide courses of types and levels beyond, or not suited to, the secondary school setting;
>
> to meet the needs of graduates from any secondary school program, apart from those wishing to attend university;
>
> to meet the educational needs of adults and out-of-school youths, whether or not they are secondary school graduates.

Thus, the colleges of applied arts and technology were designed from their inception to be community-centred, employment-oriented institutions which would develop human resources in relation to the economic and social needs of their areas.

2. Legislative Authority

372. The initial legislation authorizing the establishment of colleges of applied arts and technology took the form of an amendment to the Department of Education Act. Bill 153 added a complete new section (Section 14a) to that Act, dealing with the establishment of colleges. In 1971 authority for the administration of the colleges was transferred from the Department of Education to the then Department of University Affairs by means of the Department of Colleges and Universities Act, 1971. In 1972 the title of this Act was repealed in the course of implementing that recommendation of the Committee on Government Productivity whereby all government departments were to become ministries. Later in 1972 an important amendment was made to the Ministry of Colleges and Universities Act allowing for the provision of collective bargaining on the part of the staffs of the colleges. The clauses pertaining to colleges within the Ministry of Colleges and Universities Act, 1971, confer absolute powers on the Minister to make regulations for the system with regard to the following:

(a) the Council of Regents and its duties

(b) the composition of the Boards of Governors of the Colleges and their powers and duties and advisory committees

(c) the type, content, and duration of programs of study

TABLE 7

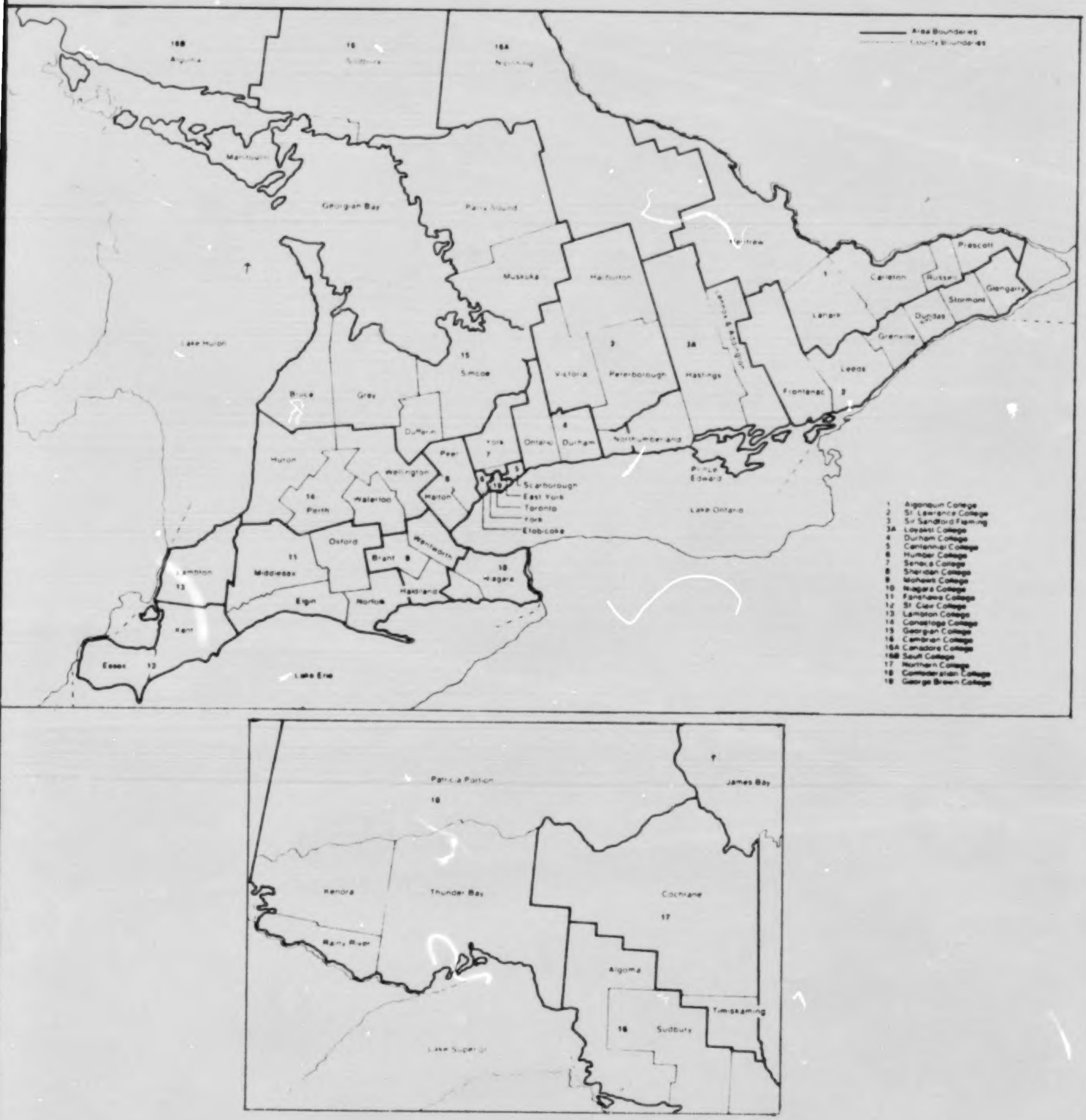
MAIN LOCATIONS AND 1972-73 ENROLMENTS OF COLLEGES OF APPLIED ARTS AND TECHNOLOGY

AREA	COLLEGE	1972-73 ENROLMENT	MAIN LOCATIONS
1	Algonquin	5,062	Ottawa
2	St. Lawrence	1,962	Kingston Brockville Cornwall
3	Sir Sandford Fleming	1,486	Peterborough
3A	Loyalist	734	Belleville
4	Durham	651	Oshawa
5	Centennial	2,063	Scarborough
6	Humber	3,853	York
7	Seneca	2,977	North York
8	Sheridan	2,660	Oakville
9	Mohawk	2,750	Hamilton
10	Niagara	1,629	Welland
11	Fanshawe	3,429	London
12	St. Clair	2,225	Windsor
13	Lambton	454	Sarnia
14	Conestoga	1,395	Kitchener
15	Georgian	688	Barrie
16	Cambrian	955	Sudbury
16A	Canadore	691	North Bay
16B	Sault	912	Sault Ste. Marie
17	Northern	692	South Porcupine Kirkland Lake Haileybury
18	Confederation	961	Thunder Bay
19	George Brown	1,594	City of Toronto

Source: Ministry of Colleges and Universities 1972/73 Statistical Summary. Full-time Post-Secondary Students only, as of Fall, 1972.

FIGURE 4

COLLEGES OF APPLIED ARTS AND TECHNOLOGY AREAS


Area Boundaries
County Boundaries
16B Algoma
16 Sudbury
16A Nipissing
Manitoulin
Georgian Bay
Parry Sound
Muskoka
Haliburton
Renfrew
Prescott
1
Carleton
Russell
Glengarry
Stormont
Dundas
Lanark
Grenville
Leeds
2
Frontenac
Lennox & Addington
3A
Hastings
3
Peterborough
Victoria
15
Simcoe
Lake Huron
Bruce
Grey
Dufferin
Huron
14
Perth
Wellington
Waterloo
Peel
8
Halton
York
7
Ontario
4
Durham
Northumberland
Prince Edward
Lake Ontario
6
19
5
Scarborough
East York
Toronto
York
Etobicoke
Lambton
13
11
Middlesex
Oxford
Brant
9
Wentworth
10
Niagara
Elgin
Norfolk
Haldimand
Kent
Essex
12
Lake Erie
1 Algonquin College
2 St. Lawrence College
3 Sir Sandford Fleming
3A Loyalist College
4 Durham College
5 Centennial College
6 Humber College
7 Seneca College
8 Sheridan College
9 Mohawk College
10 Niagara College
11 Fanshawe College
12 St. Clair College
13 Lambton College
14 Conestoga College
15 Georgian College
16 Cambrian College
16A Canadore College
16B Sault College
17 Northern College
18 Confederation College
19 George Brown College
Patricia Portion
18
James Bay
Kenora
Thunder Bay
Cochrane
17
Rainy River
Algoma
Timiskaming
16
Sudbury
Lake Superior

Reproduced from CAAT Chart Number 8, College Affairs Branch, Ministry of Colleges and Universities (February, 1974).

(d) admission and expulsion conditions

(e) the award of certificates and diplomas

(f) the qualifications of and conditions for the service of the teaching force

(g) and the payment of registration, tuition and laboratory fees.

373. The entire system of colleges of applied arts and technology and its components is responsible to the Minister of Colleges and Universities in whom is vested the authority, according to Section 6 of the Act, to "establish, name, maintain, conduct and govern colleges of applied arts and technology that offer programs of instruction in one or more fields of educational, technological, general and recreational education and training in day or evening courses and for full-time or part-time students".

B. Governance

1. Institutional Government

374. The decision to decentralize the colleges and to keep them flexible was implemented through the stipulation of lay boards of governors, members of which would be drawn from the surrounding community. The board of governors is the corporate body legally and morally responsible for providing sound management. As crown agencies, the boards are charged with the judicious expenditure of public funds in providing educational opportunities.

375. A board of governors comprises 12 members. In general, 4 of the members are appointed by the municipal councils of the region and 8 by the Council of Regents. In addition, the President of the college is an ex officio member of the Board. The chief formal responsibilities of the Board are the educational program; construction of the physical plant; financial accounting; and the appointment of personnel. This latter duty is confined principally to the appointment of the president and the secretary-treasurer. Thereafter all other personnel are appointed upon the recommendation of the president.

2. System Co-ordination

376. Responsibility for co-ordinating the development and administration of the college system is shared by the Council of Regents (described in the following section) and the College Affairs Branch of the Ministry of Colleges and Universities. The colleges are represented collectively by ACAATO, the Association of Colleges of Applied Arts and Technology of Ontario.

377. The College Affairs Branch, a component of the College Affairs and Manpower Training Division, is the unit responsible for providing policy leadership and direction for the CAATs. It reviews operating and capital budgets; co-ordinates the development of college curricula and functions generally as an administrative support unit for the entire college system.

378. The Association of Colleges of Applied Arts and Technology of Ontario (ACAATO) now functions as an umbrella organization for three principal components: the Council of Governors and Presidents; a Committee of Presidents; and a Committee of Governors. The governing body is the Council comprising the Presidents of member colleges and the Chairman and Vice-Chairman of their respective Boards of Governors or their delegates. The executive body of ACAATO is provided by the Executive of the Council of Governors and Presidents and is composed of two Governors from each of the four regional College districts in Ontario (East, West, North and Central) plus two Presidents appointed by the Committee of Presidents.

379. The objectives of ACAATO, as stated in the Constitution, are:

a. To provide a forum to discuss matters of common interest and concern; to exchange views on major policy matters such as the philosophy, the financing and the effectiveness of Community Colleges and their programs.

b. To ensure communication and full examination of matters of importance by those primarily concerned with the Colleges, especially the Boards of Governors, the Presidents, the Council of Regents and the Department of Colleges and Universities.

c. To recommend, to the Department and to the Minister of Colleges and Universities, the adoption and implementation of policy which ACAATO believes is desirable for the common good of all the Colleges and society.[3]

380. ACAATO also established and operated the College Bibliocentre which functions as a central purchasing and processing agency for almost all books (and some software) required by the colleges.[4] The Committee is further designated to present the college point of view in salary negotiations with faculty and support staff. The most recent activity of ACAATO, one which appears to be growing in importance, is encouraging inter-college communication among faculty professing the same disciplines. For example, the

Deans of Business from each of the colleges meet in committee as do the Deans of other divisions (Technology, Continuing Education, etc.). Structured as sub-committees of ACAATO, these groups also serve to open the communication system between the government and the colleges since members of the College Affairs Branch may attend meetings in an ex officio capacity. Although ACAATO was founded in January, 1968, it is only since the 1972 re-organization that it has begun to impress itself upon the regular channels of communication.

3. Advisory Agencies

381. There are three levels at which advisory agencies function in the college system: the Council of Regents assists the Minister; the Provincial Consultative Committees advise the Council of Regents; and the Local Advisory Committees advise individual colleges.

382. Ontario Council of Regents for the Colleges of Applied Arts and Technology. The Council of Regents was established as a result of the government's desire to develop the kind of balance (between the boards of governors, the Ministry and the colleges) that would prevent rigidity in administration and would lead to dynamic planning and policy-making. Members are appointed by the Lieutenant Governor in Council. There is no specification in the Act or Regulations for the numbers to be appointed or the constituencies from which they are to come. Typically, however, there are 16 members. The only full-time appointee is the Chairman. The secretariat is provided from within the College Affairs Branch of the Ministry. As stated in the Ministry of Colleges and Universities Act, 1971, the principal function of the Council of Regents is to "assist the Minister in the planning, establishment and co-ordination of programs of instruction and services" for the colleges. Currently the Council is active in the areas of appointing members to the Boards of Governors; approving amendments to the Colleges' educational master plans; approving new programs of instruction; and advising the Minister on college policy. Two major new roles have developed recently involving the Council's responsibility, first for representing the boards in collective bargaining and second for analysing the multi-year budget forecast presented each March by the colleges.

383. Provincial Consultative Committees may be established by the Ministry on the recommendation of the Council of Regents to advise the Council, the College Affairs Branch and the CAATs on matters of province-wide concern in connection with instructional programs offered by the colleges. One half of the total committee membership comprises "provincial employers and other organizations having a special competence to advise on matters such as the education, training, employment and certification of graduates".[5] Usually the Chairman is selected from this group.

384. *Local Advisory Committees.* *The Ministry of Colleges and Universities Act*, 1971, stipulates that "each board shall be assisted by an advisory committee for each branch of a program of instruction offered in the college...". The Regulations provide for the appointment of the advisory Committees by the Boards of Governors. The purpose of such committees is twofold; since they are appointed from within the area the tie with the community is strengthened, and since their prime concern is with programs of instruction and their relevance they play an important role in public relations and placement fields.

C. Programs

1. Admissions

385. The Regulation governing the colleges requires that "any person who is the holder

(a) of an Ontario Secondary School graduation diploma obtained at the end of Grade 12 from any Branch or Program;

(b) of the Ontario Secondary School honour graduation diploma obtained upon completion of Grade 13

shall be admitted to an appropriate program of instruction upon payment of the fee required". Furthermore, "any person who has attained the age of nineteen years on or before the commencement of the program of instruction in which he plans to enrol shall be admitted to an appropriate program...". The Educational Flow Chart in Figure 5 indicates the intended progression of students through the educational system.

2. Transferability

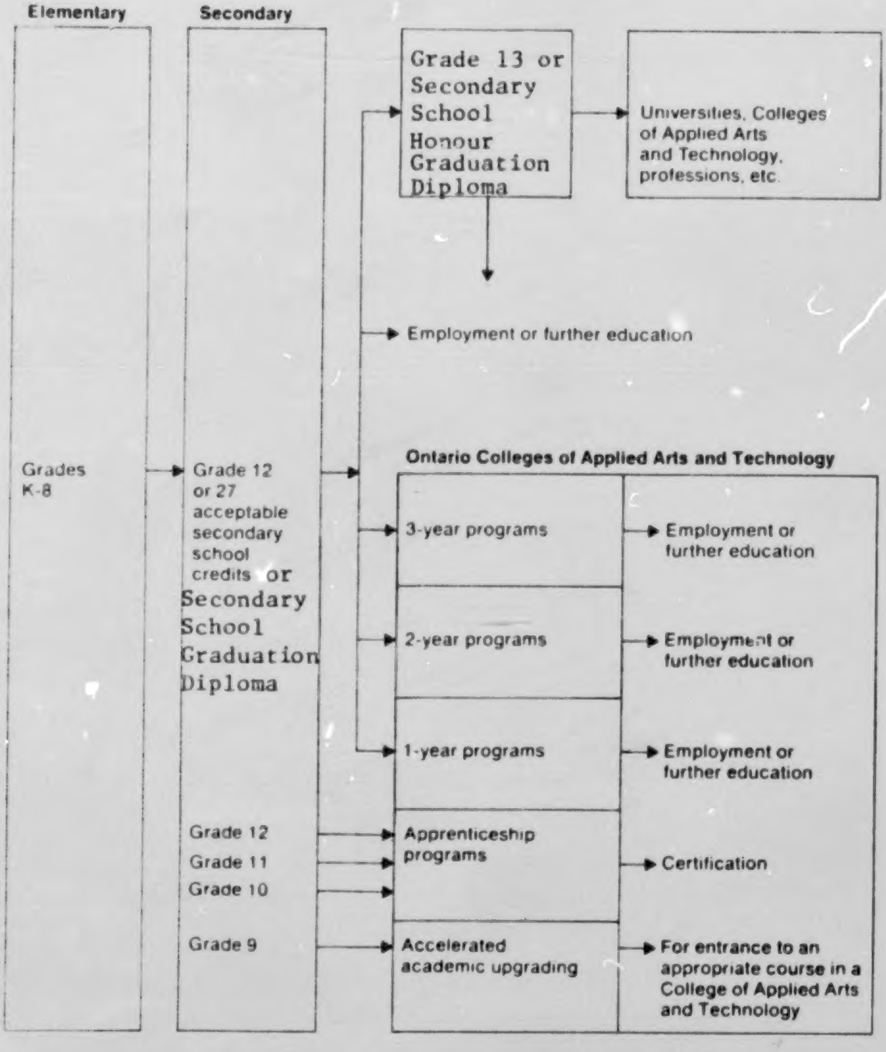
386. CAATs were not intended to be feeder institutions for universities. However, the number of cases in which individuals graduating from 3-year programs have been admitted to the second year of a cognate university program is growing and the universities themselves have announced that they "are prepared to consider outstanding graduates of such institutions for admission".[6]

3. Divisions

387. In the words of the Task Force on Industrial Training:

FIGURE 5

EDUCATIONAL FLOW CHART


Elementary
Secondary
Grade 13 or Secondary School Honour Graduation Diploma
Universities, Colleges of Applied Arts and Technology, professions, etc.
Employment or further education
Ontario Colleges of Applied Arts and Technology
Grades K-8
Grade 12 or 27 acceptable secondary school credits or Secondary School Graduation Diploma
3-year programs
Employment or further education
2-year programs
Employment or further education
1-year programs
Employment or further education
Grade 12
Grade 11
Grade 10
Apprenticeship programs
Certification
Grade 9
Accelerated academic upgrading
For entrance to an appropriate course in a College of Applied Arts and Technology

Adapted from CAAT Chart Number 8, College Affairs Branch, Ministry of Colleges and Universities (February, 1974).

> ...The Colleges of Applied Arts and Technology are playing a three-part role...They are providing vocational training programs intended to meet the occupational interests, aspirations and economic needs of individuals; manpower training programs intended to meet the social and economic goals of government through occupational skill development; and industrial training programs intended to meet the hiring, placement and promotion skill requirements of employers."[7]

388. Vocational Training Programs. The full-time credit courses at most colleges are operated under four major divisions: Allied Health; Applied Arts; Business; and Technology. One, two, and three-year programs are offered on full-time and part-time bases. Registered apprentices undertake their classroom and laboratory courses under a system of block release.

389. Industrial Training. The CAATs serve employers wanting to provide new work skills for their labour force by providing curriculum guidance and facilities and making teaching arrangements through the Training in Business and Industry (TIBI) Program and the Management Development Program (MDP).

390. Manpower Training. The colleges are responsible for delivery of services to the federal/provincial co-operative Canada Manpower Training Program. Academic upgrading is offered through the Basic Training for Skill Development (BTSD) program. Classes last for a period of 6 to 52 weeks. Courses in English as a Second Language form the second component for the program while the third is the program for the (re)training in occupational skills of unemployed workers.

391. Continuing Education. The extension divisions of the Colleges are usually composed of two units: credit courses for part-time students given in the evening; and non-credit courses of current interest. Due to the variety of programs offered, these divisions have, in some of the larger colleges, developed into "community service" divisions.

D. Teaching Staff

392. Members of the teaching staff in Ontario colleges are, by definition, crown employees. This fact has wide-ranging implications in that salary

levels and conditions are, therefore, uniform throughout the system. During the academic year 1972/73 the teaching staff numbered 5,051 of whom 1,197 (24%) were female. A recent study attributed "the dynamism of the colleges, as evidenced in the many new and innovative programs and teaching methods" to the fact that the majority of the staff was aged between 25 and 45 (70.6% in 1972).[8]

1. Qualifications

393. There are no formal courses for training CAATs' instructors. Each college provides in-service training for its own staff. Most members of the teaching staff are degree-holders. A 1972 survey showed that of the 5,696 teachers then employed, 56% had at least one degree; 6% were holders of a diploma; 17% held other professional qualifications; while the remainder had no academic qualifications. Although Canadian citizenship is not a requisite for college teachers, data are presented as being of current interest. Figures supplied by the Ministry of Colleges and Universities to the Select Committee on Economic and Cultural Nationalism show that in 1972 the citizenship of the total teaching staff was 77.6 Canadian; 2.1% U.S.; 5.2% U.K.; 2.2% other. The citizenship of 13% of the staff was not known.

2. Salaries

394. The Council of Regents has established ranges for the salary scales of administrators and defined, for teachers, scales based on a combination of university degree, professional qualification and length of approved experience. The current schedule and average for CAAT instructors during the 1972/73 academic year is given below:

Rank	Minimum Salary	Maximum Salary	Average Salary
Affiliate Master	7,200	13,100	10,774
Assistant Master	8,800	13,900	12,540
Associate Master	9,200	15,800	13,799
Master	9,800	16,900	14,432

E. Enrolment

395. The total full-time post-secondary enrolment at the twenty-two colleges in the fall of 1972 was 39,823 students of whom 37.9% were female. In addition,

there were 39,402 part-time credit and 35,878 part-time, non-credit course registrations. The full-time equivalence for part-time students was 27,018. Most of these full-time students were Canadian citizens (84.3%); 1.7% of them were U.K. citizens; .8% were U.S. citizens; and 13.2% were of other nationalities. Of the 25,506 students enrolling in first-year courses, 84.2% were graduates of Ontario Grade 12.

1. Programs

396. Full-time post-secondary students (and the percentage of female students) were distributed among divisions as follows (1972/73):

Allied Health	1,373	(70.5%)
Applied Arts	12,617	(55.4%)
Business	12,378	(45.8%)
Technology	12,129	(10. %)
Other	1,326	(20. %)

397. In the area of other educational programs there were 31,160 program completions by full-time adult trainees and 3,730 by their part-time equivalents; 9,398 students enrolled in the Management Development Program; 65,893 students participated in the Training in Business and Industry Program; and there were 1,931 apprentices registered in the Apprenticeship Program. Of the 4,258,739 Trainee Days completed by participants in the Adult Training Program, 36.8% were taking Academic Upgrading; 27.2% were enrolled in Skill Training; 23.8% were receiving Commercial Training; and 12.2% were studying English as a Second Language.

2. Graduates

398. In 1971/72 there were 7,912 graduates from the colleges' full-time post-secondary programs. Of this number, 2,636 graduated from business programs; 2,087 from applied arts; 2,351 from technology; 334 from allied health programs; and 504 from other programs.

F. Other Vocational Education

399. Apart from the educational activities of the Crown Agencies listed below only two ministries other than Colleges and Universities now administer formal programs of post-secondary education. These are the Ministries of Health and of Agriculture and Food.

1. Colleges of Agricultural Technology

400. These four colleges constitute the only self-contained system of formal

post-secondary education currently outside the jurisdiction of the Ministry of Colleges and Universities. All are funded and administered by the Ministry of Agriculture and Food which also supports financially the diploma course offered by the University of Guelph through the Ontario Agricultural College.

401. The genesis of the Ministry of Agriculture and Food's involvement with post-secondary education began in 1908 when the Ontario Agricultural College at Guelph (which had been established in 1874) was placed under the direct control of the Ministry. At the same time the college was affiliated with the University of Toronto so that its students might receive degrees from that institution. In 1917, the Ministry established the Kemptville College of Agricultural Technology at Kemptville in eastern Ontario. The next facility to be opened (in 1951) was the Ridgetown College of Agricultural Technology, followed, in 1967, by the New Liskeard and Centralia Colleges of Agricultural Technology. All of these colleges offer 2 year diploma courses in agricultural studies. With the exception of Centralia, all also have experimental and research facilities.

402. Some questions of duplication and overlap have arisen with regard to courses in the same subject area offered by the CAATs. This appears now to have been resolved by a reduction in the number and kinds of courses taught in the CAATs, only Fanshawe and Sir Sandford Fleming retaining 2 year courses in agribusiness, a program not widely taught in the agricultural colleges. An Ontario Secondary School Graduation Diploma is required for admission to the 2 year diploma courses. In 1972/73 there were 1,048 students enrolled in the four colleges.

2. Health Occupations

403. The Ministry of Health remains responsible for the administration of educational programs for medical interns and residents; radiological and medical laboratory technologists; some registered nursing assistant programs conducted in hospitals; and the Toronto Institute of Medical Technology.

404. Medical Laboratory Technology. Schools were first formally established in 1938 within the hospital setting. By 1961 regional schools of medical technology had begun to be established which offered the first part of a two-phase program, the second being taught in the hospital laboratory. The first part is now also offered in CAATs. The Toronto Institute of Medical Technology offers a complete range of radiological and medical technology programs as well as shorter courses for respiratory technicians, dialysis technicians, etc. The training period lasts between 20 and 24 months. Qualifying examinations (for R.T.-Registered Technologists) are set by the Canadian Society of Laboratory Technologists.

405. Radiological Technology. Practical training and experience for the disciplines of diagnostic radiography, radiotherapy and nuclear medicine, is given in the hospital laboratories. Programs are of 24 months duration and certification examinations are conducted by the Canadian Society of Radiological Technicians through the Board of Radiological Technicians which is the certifying body in Ontario.

3. Crown Agencies

406. The following schools are funded by the provincial government for the purpose of providing highly specialized training which was not, at the time of their founding, available elsewhere in Ontario.

407. Ontario Fire College. Located in Gravenhurst, the Ontario Fire College is operated under the authority of the Fire Departments Act which states that "The Fire Marshal may establish, maintain and operate a central fire college for the training of fire department officers". The Ontario Fire Marshal's Office is administered through the Solicitor General of Ontario.

408. Ontario Police College. The Ontario Police College has two locations one in Aylmer (a residential facility) and the other in Toronto. The College is operated by the Ontario Police Commission under the authority of the Police Act. Its purpose is to provide training facilities for provincial and municipal police forces. Courses offered include recruit training, criminal investigation and police administration amongst others.

409. Niagara Parks Commission School of Horticulture. Established in 1936, the School operates in Niagara Falls under the authority of the Niagara Parks Act, 1949. The Commission was founded in 1887 and was later given the power to "operate a school for the training of apprentice gardeners". Twelve students are enrolled each year, the total enrolment being 36. The School offers a 3-year diploma in horticulture.

TABLE 8

ENROLMENT AND GRADUATION DATA FOR VOCATIONAL POST-SECONDARY EDUCATION, 1960-61/1970-71.

		1960-1961			1965-1966			1970-1971		
ENROLMENT: CAATs AND VOCATIONAL EDUCATION		M	F	T	M	F	T	M	F	T
							1967-68			
Colleges of Applied Arts and Technology	Full-time	-	-	N/A	14,637	3,776	18,413	26,962	10,521	37,483
Technical, Trade and Vocational Institutes	Full-time	-	-	3,786	5,245	276	6,161	-	-	N/A
Schools of Nursing	Full-time	-	-	N/A	-	-	8,355	103	10,327	10,430
Colleges of Agricultural Technology	Full-time	-	-	272	-	-	422 (66-67)	-	-	839
ENROLMENT: PRIVATE VOCATIONAL SCHOOLS				18,271			18,328			17,401
GRADUATES: CAATs							1967-68 2,620			7,238

Source: Data Supplied by Statistics Branch, Ministry of Colleges and Universities.

CHAPTER VIII

UNIVERSITIES AND RELATED INSTITUTIONS

410. The emergence of universities in Ontario is inextricably bound to the provincial status and development of various religious denominations, namely, the Anglican, Methodist, Presbyterian, Roman Catholic, Baptist and Lutheran churches. Thus, in 1827, a Royal Charter granted in the name of King's College, was not fulfilled until 1843 due mainly to Anglican claims to its operation. Also established in the 1840s were Victoria College (Methodist) at Cobourg; Queen's College (Presbyterian) at Kingston; and Bytown College (Roman Catholic) at Ottawa. Due to resentment over the provincial land endowment which made King's College relatively wealthy, the operation of that institution was terminated in 1849 and the University of Toronto established in its stead as a non-denominational provincial university. However, during the 1850s three more universities were inaugurated (Trinity College - Anglican; the Canadian Literary Institute - Baptist; Assumption College - Roman Catholic) and by the 1860s the provincial government was finding the task of supporting 7 institutions of higher education burdensome.

411. In 1868 assistance was denied all colleges other than the University of Toronto. As a direct result of this government decision, there came into being the federated form of university, a form which has had a broad influence in Ontario. Logically it consisted of the amalgamation of denominational colleges with a chartered university, a process which qualified the colleges to receive provincial grants for the non-religious education which they provided. Federation has proved its merits as recently as 1960 when Laurentian University of Sudbury was founded, bringing into federation Thorneloe and Huntington Universities and the University of Sudbury at the same time.

412. During the 1940s 5 universities operated under provincial charter and received some provincial support. These were McMaster and Queen's Universities and the Universities of Ottawa, Toronto and Western Ontario. During the fifties two church-related colleges, Assumption University in Windsor and Waterloo Lutheran College achieved independent status and three others, Carleton, Waterloo and York, were provincially chartered. In the first five years of the 1960s five more universities were founded; Laurentian in 1960; Lakehead in 1962; Trent in 1963; Brock and Guelph in 1964. Finally, in 1973, the change in status of Waterloo Lutheran University from church-related to non-denominational (concurrent with its change in name to Wilfrid Laurier University) brought all universities in Ontario to the same position vis-à-vis levels of support provided by the Provincial Government.

413. It became obvious early in the sixties that the amount of government funds expended in assisting universities and the very proliferation of the institutions themselves warranted a formalized administrative structure.

Consequently an entirely new government department, the Department of University Affairs, was created early in 1964 "to work in cooperation with the provincially assisted universities in order better to serve the cause of higher education".[9]

A. Governance

414. There are sixteen publicly supported universities in Ontario, fifteen of them are provincially assisted and one, Royal Military College, is operated by the federal government. A further three institutions, Ryerson Polytechnical Institute which grants degrees in technology, Ontario Institute for Studies in Education which grants degrees in education through the University of Toronto and the Ontario College of Art, are considered in conjunction with the universities as members of the provincial system. Usually also included are those students taking the Bar Admission Course under the direction of the Law Society of Upper Canada and the medical interns and residents whose activities are centered mainly in hospital settings. The universities range in size from the 5 clustering around an enrolment of 2,000 undergraduates through 6 around the 7,000 enrolment level and 3 around the 11,000 mark to the University of Toronto which enrolled approximately 22,000 undergraduates for the academic year 1972/73. A summary appears in Table 9 which lists universities in order of inauguration as a non-denominational institution under full provincial support. The original founding date is in brackets.

1. Legislative Authority

415. The universities and related institutions are incorporated by Acts of the Legislative Assembly of the Province of Ontario. The sole exception is Queen's University which operates under Royal Charter granted by Queen Victoria in 1841. In the simpler forms, the Acts specify the powers of the university (with regard to establishing faculties, granting certification); the composition and powers of the Board of Governors; the composition and powers of the Senate; the powers and duties of the President; and the property rights and financial powers of the university.

2. Objectives

416. The majority of the Acts contain a clause setting forth the objectives of the university stating that:

> The objects and purposes of the University are,
> a. The advancement of learning and the dissemination of knowledge; and
> b. The intellectual, spiritual, social, moral and physical development of its members and the betterment of society.

TABLE 9

ONTARIO POST-SECONDARY INSTITUTIONS: LOCATION AND FULL-TIME ENROLMENT, 1972-73.

Full Provincial Support	Institution	Full-time Enrolment 1972-73*	Location
1850 (1827)	University of Toronto	21,639	Metro Toronto
1908 (1878)	University of Western Ontario	13,679	London
1912	Ontario College of Art	935	Toronto
1912 (1841)	Queen's University	8,876	Kingston
1948	Lakehead University	2,576	Thunder Bay
1948	Ryerson Polytechnical Institute	7,079	Toronto
1952	Carleton University	8,175	Ottawa
1957 (1887)	McMaster University	8,456	Hamilton
1957	University of Waterloo	12,313	Waterloo
1960	Laurentian University of Sudbury	1,843	Sudbury
1960	York University	11,340	Metro Toronto
1963 (1857)	University of Windsor	5,450	Windsor
1963	Trent University	1,903	Peterborough
1964	Brock University	2,363	St. Catharines
1964	University of Guelph	7,779	Guelph
1965	Ontario Institute for Studies in Education	461	Toronto
1965 (1848)	University of Ottawa	8,690	Ottawa
1965	Scarborough College (University of Toronto)	1,985	Scarborough
1967	Erindale College (University of Toronto)	2,120	Mississauga
1967	Algoma College (Laurentian University)	295	Sault Ste. Marie
1967	Nipissing College (Laurentian University)	128	North Bay
1973 (1911)	Wilfrid Laurier University	2,569	Waterloo

* Source: Ministry of Colleges and Universities 1972/73 Statistical Summary

3. Institutional Government

417. Generally in Ontario, the management and control of the institution and of its property, business and affairs is vested in the Board of Governors. Current government policy is to provide for representation from the public at large, university staff, students and local communities. Canadian citizenship has been made a requisite for members of the governing body in all Acts amended or enacted since 1971. The largest university, Toronto, is presently experimenting with a unicameral system.

418. Responsibility for the educational policy of the university lies with the Senate. This body comprises representatives from all the faculties and academic units; senior university administrators; members of the board; students and in some instances may include alumni/ae. The chief executive officer of the university is the President (who is usually also the Vice-Chancellor) appointed by the Board of Governors. The titular head of the university is the Chancellor who is elected by the Senate.

4. Government/Institution Interface

419. The government's method of interfacing with post-secondary institutions is two-pronged: on the one hand there are the normal administrative mechanisms of the Ministry of Colleges and Universities, on the other there is the extraordinary factor provided by the advisory agencies. These latter are groups which although formally constituted by the government and nominally separate from the civil service per se have been created for the express purpose of advising the government (through the Minister) on matters pertaining to their specific sphere of interest. The response of the universities has been collective in that their positions are usually voiced through the Council of Ontario Universities. The administrative unit dealing with the institutions within MCU is the University Affairs Division, a small non-hierarchical, highly flexible, collegial organization designed primarily to develop and analyse policy on university-related matters.

420. The relationship between government and institutions has been characterized as the "delicate balance" between the seemingly countervailing forces of accountability (in the use of public funds) and the autonomy of individual institutions. The government's approach has been to create a committee to advise it and hence provide more room for the presentation and debate of views from government and from the institutions. To gain some perspective on this method, it is necessary to consider the development of universities in Ontario over the past twenty-five years.

421. In 1949-50 there were only five universities receiving financial assistance from the provincial government, and even these obtained almost all

their operating funds from tuition fees, endowments and other private sources.[10] At this time relations with the universities were channelled through the Department of Education. In 1949 the government retained an adviser to act as liaison with the universities. Then, in 1958, a University Committee comprising senior civil servants assumed that function. In April 1961, in order to allow for citizen representation on the group, the Advisory Committee on University Affairs was established. When the government's announcement of the creation of a Department of University Affairs was met with dismay on the part of the universities, the institution by Order-in-Council of the Committee on University Affairs (having strong representation from the academic sector) helped alleviate fears of diminished autonomy.

422. The Ontario Council on University Affairs (OCUA) replaces the Committee on University Affairs (CUA) as the principal advisory group relating to the university sector. The clauses in the amendment providing for the council's membership are very little changed from those governing the former body. The real difference lies in the fact that the provision for the agency is incorporated in the MCU Act (rather than by Order-in-Council) and in the objectives of the new Council. The former committee was directed "to study matters concerning the establishment, development, operation, expansion and financing of universities in Ontario".

423. Under the amendment:

> The objects of the Council are and it has power,
> (a) to act as an advisory body to the Minister and to the Lieutenant Governor in Council;
> (b) to make recommendations to the Minister on any matter that, in the opinion of the Council, concerns,
>   (i) one or more Ontario post-secondary degree granting institutions,
>   (ii) a post-secondary educational institution other than an institution referred to in sub-clause (i), designated by the Lieutenant Governor in Council,
>   (iii) students registered in institutions referred to in sub-clauses (i) and (ii);
> (c) to make recommendations in respect of any matter referred to it by the Minister including presentations made to the Minister by the institutions referred to in sub-clauses (i) and (ii) of clause (b).[11]

The import of this clause is, first, that the Council may deal with certain institutions other than universities (e.g. the Ontario College of Art) and second, that it is directed to deal with student affairs in such institutions.

Previously, the advisory body was directed to deal specifically with universities and students were not mentioned at all. Although Bill 68 has not yet been passed, the membership of the Council was announced in September, 1974.

424. The Council of Ontario Universities (COU). A collective response from the universities to government participation in the field of post-secondary education has existed since 1962 when the Committee of Presidents of Provincially Assisted Universities and Colleges of Ontario was formed on December 3.[12] The formation of the committee was initiated after the universities had been asked by the Advisory Committee on University Affairs to respond to the problem of expanding enrolments at the post-secondary level. The Constitution of the Council states that its objects are "......... to promote cooperation among the provincially assisted universities of Ontario, and between them and the Government of the Province, and, generally, to work for the improvement of higher education for the people of Ontario."

425. It was not, however, until 1969, seven years after its founding, that the Council began to provide a firm basis for collective co-operation when it decided to institute changes in structure and staff operations. These changes were designed:

> to provide an organization which will be an acceptable voice of the university community, both to its constituent members and to the public and the Government. It is seen as an alternative to a legislated co-ordinating body for the universities such as the "University of Ontario" proposed by the Spinks Report. The Council approach is based on the aphorism "knowledge is power" and would depend on developing a capacity to examine issues on the basis of careful and competent research and analysis......The only coercion would be the coercion of logic and individual universities would find it difficult, though not impossible, to reject the collective judgement.[13]

In 1970 the report of the Special Subcommittee on the Structure of the Ontario University System was received. Amongst other matters discussed were ways in which the functioning of the collective organization could be made more effective. Some of the recommendations suggested that more emphasis should be placed on the wide range of inter-university groups of academic and non-academic officers already existing and the creation of management boards to operate major co-operative programs (such as those relating to libraries and computers).

426. COU, then, has built an elaborate structure of committees, both standing and special; standing joint sub-committees (with OCUA); management boards; and affiliates through which communication and co-operation is maintained among the province's universities and between them and the government. As was recently noted the Council is now seeking, in response to the COPSE proposals on structure, "delegation.... of the specific essential powers necessary for rational and co-ordinated operation of the system."[14] Such a commitment reflects the Council's "confidence in the ability of the university community to accept collectively a new set of obligations consistent with the enlarged dimensions of university education in Ontario."[14]

B. Programs

1. Admissions

427. Ontario universities usually require completion of a full Ontario High School Year 5 program leading to the Ontario Secondary School Honour Graduation Diploma for admission to first year of most undergraduate degree programs. An average of at least sixty per cent in the Year 5 courses taken is required by most universities although a higher average may be required for limited enrolment programs. Certain diploma programs admit students with completion of a full Year 4 program leading to the Secondary School Graduation Diploma. Students applying from other educational jurisdictions in Canada or other countries are considered according to criteria established by the individual universities.

428. Most universities will consider applications from residents of Ontario who have not met the published admission requirements but who are admitted on the basis of their maturity. In most cases, the universities require that the person have attained a specified age and/or have been away from formal education for a specific period. Most universities will consider applications from students who have completed some undergraduate work at another accredited university for admission with advanced standing credit. The admission criteria vary.

429. Applications for admission are made through the centralized facilities of the Ontario Universities' Application Centre (in Guelph) which receives and records applications from students; admission decisions by universities; and acceptances by students.

2. Faculties

430. Within each university there are a number of faculties and/or schools which provide convenient administrative units. The University of Toronto, for example, has 14 faculties and 3 schools as well as 10 centres and 11 institutes with research objectives. All fifteen universities have Faculties of Arts and/or Science; there are 10 Faculties of Engineering; 10 Faculties of Business; 9 of Education, 8 of Nursing, 6 of Law; 6 of Social Work and 5 of Medicine to name only the most numerous kinds.

3. Programs

431. Programs may be divided into undergraduate; professional; graduate; and extension. While not all universities offer all degrees, each university offers 4 year honours degrees in some variation of the liberal arts. Extension courses for part-time students are taught in summer and in the evening during regular academic sessions.

432. Undergraduate Programs. Table 10 outlines the kinds of bachelors degrees available and the number of institutions in which they are offered. (All enrolment figures are taken from the Ministry of Colleges and Universities' Statistical Summary for 1972-73.)

As the enrolment figures demonstrate nearly 2/3 of all undergraduate students were enrolled in either an arts or science program.

433. Professional Programs. Table 11 lists the 14 first professional degrees available in Ontario and the number of universities offering courses towards their attainment.

434. Graduate Programs. Graduate degrees at the Masters' level are granted by all Ontario universities while only 10 universities conduct doctoral programs.

Table 12 lists only the 13 graduate programs with enrolments of over 300 students. There are 20 programs with fewer than 300 students enrolled.

4. Research

435. The rapid growth in student enrolment over the last decade brought enlarged teaching staffs who in turn provided a base for initiating both research and graduate work. Much of this research was financed by grants from the Federal government through such agencies as the National Research Council, Science Research Council, Canada Council and Medical Research Council. By the end of the 60s three factors significant to the Ontario Government had emerged:

TABLE 10

UNDERGRADUATE DEGREE PROGRAMS OFFERED BY ONTARIO UNIVERSITIES, 1972-73.

Undergraduate Degree Program	No. of Universities Offering Programs	Full-Time Enrolment
Arts - General	14	48,665
- Honours	14	
Commerce and Business	8	4,975
Environmental Studies	1	31
Household and Food Science	3	1,415
Music	4	1,269
Physical and Health Education	7	4,494
Science - General	12	21,251
- Honours	13	
Agricultural Science	1	985
Forestry	2	400
Journalism	2	228
Fine and Applied Arts/Other	7	1,635
Secretarial Science	1	272

Source: Ministry of Colleges and Universities, Statistical Summary, 1972-73.

TABLE 11

FIRST PROFESSIONAL DEGREE PROGRAMS OFFERED BY

First Professional Degree	No. of Universities Offering Programs	Full-time Enrolment
Architecture (inc. Landscape)	4	906
Dentistry	2	689
Education	9	3,176
Engineering	11	8,682
Law	6	3,139
Library Science	2	52
Medicine	5	2,066
Nursing	8	1,683
Optometry	1	214
Pharmacy	1	587
Rehabilitative Medicine	3	369
Social Work	7	658
Theology	6	568
Veterinary Medicine	1	366

Source: Ministry of Colleges and Universities, Statistical Summary, 1972-73.

TABLE 12

ONTARIO GRADUATE PROGRAMS ENROLLING MORE THAN 300 STUDENTS, 1972-73.

Graduate Program	Number of Universities	Full-Time Enrolment
Commerce and Business Administration	9	1,166
Education	3	609
Engineering	9	1,434
Geography	11	349
Humanities	13	2,320
Library Science	2	319
Mathematics	11	577
Medicine	5	355
Physical and Biological Science	14	1,874
Psychology	12	664
Social Work	4	474
Social Science (Other)	12	1,387
Theology	4	344

Source: Ministry of Colleges and Universities, Statistical Summary, 1972-73.

federal research grants did not cover the overhead costs, which had ultimately to be met from university operating revenues.

graduate studies had a significant research component and the costs of graduate work was rising at an alarming rate.

the Province recognized that it needed considerable research into the character of many socio-economic issues, if it was to effectively fulfill its responsibility for regulating the economic and social life within its jurisdiction.

436. During the rapid development in the 60s, there was strong competition between the universities to gain recognition and status in research. Universities vied with one another to build up schools of graduate studies in order to ensure a supply of trained researchers and to staff the university research programs. Such severe competition made it difficult to establish firm objectives and research programs. To get, or keep, persons with any research capacity, it was nearly always imperative to support them in research of their own choosing.

437. Further, in Ontario universities, the proportion of basic research to applied research was one of the highest in the world. Over $50 million were spent in 1972-73 on assisted and sponsored research. If the sums spent on "regular" research (i.e. research considered part of the teaching process) and a reasonable amount towards overhead were included, the total amount would be between 3 and 4 times the identified $50 million. Financially, research must be considered a significant part of university operations.

C. Faculty Characteristics

438. There were 10,099 faculty members working full-time in Ontario in 1972/73. The number of full-time equivalent staff was 11,860.[15] The opinions, attitudes and positions of Ontario faculty members are voiced collectively through the Ontario Confederation of University Faculty Associations (OCUFA) which is particularly active in discussions and negotiations concerning policies relevant to the appointment, promotion and tenure of university teachers.

1. Citizenship

439. The number of foreigners on Ontario faculties and their proportion to Canadian members has been a controversial issue since the late sixties.

In 1973 the Select Committee on Economic and Cultural Nationalism made an Interim Report on Colleges and Universities to the Ontario Legislature. The figures quoted in this subsection are taken from that report.

In 1972/73 the percentage of faculty having Canadian, United States and United Kingdom citizenship is shown in Table 13.

440. A different aspect of the issue is brought out when a breakdown is made by country of last degree, although these figures will, of course, include Canadians who took graduate training abroad and vice versa. The figures for 1972/73 are shown in Table 14.

2. Salaries

441. Salaries are the largest single item of expenditure in the university budget (71.3% in 1971-72 of which 43.8% represented instructional salaries). The estimated average salary scale for university faculty members in 1972/73 (number of individuals at each level bracketed) was:

Dean	(144)	30,160
Professor (Administrative duties)	(354)	26,796
Professor (no Administrative duties)	(1,648)	24,500
Associate Professor	(2,682)	17,971
Assistant Professor	(2,954)	14,323
Lecturer	(1,115)	12,422
Instructors	(90)	10,176

The scale for members (1,110 in number) of medical faculties is proportionately higher in every category.

3. Staff/Student Ratios

442. In 1972/73 the ratio of the full-time staff complement to the total full-time student enrolment was 1:12.0 over the whole system. The range represented was 1:8.5 to 1:17.6.

D. Enrolment

443. The total full-time enrolment at the eighteen provincially-assisted institutions in 1972/73 was 127,889 students. There were 12,000 students enrolled in undergraduate non-degree and diploma courses; 103,202 enrolled in undergraduate degree programs; and 12,629 in graduate programs. 38.2% of the undergraduate and 23.7% of the graduate students were female. The

TABLE 13

CITIZENSHIP OF FACULTY BY DISCIPLINE GROUP, ONTARIO UNIVERSITIES, 1972-73.

Discipline Group	Total	% Citizenship Not Reported	% Canadian	% U.S.	% U.K.	% Other
Social Sciences	2,100	2.5	55.2	28.4	6.7	9.7
Physical Sciences	2,027	1.1	63.2	9.8	13.6	13.4
Humanities	1,832	3.0	55.8	19.5	10.7	14.0
Applied Social Sciences	1,677	3.0	77.7	10.8	5.2	6.3
Medical Sciences	1,344	0.7	76.2	5.0	9.9	8.9
Life Sciences	1,023	1.9	64.0	11.2	16.0	8.9
Creative and Dramatic Arts	336	11.0	51.5	28.4	12.0	8.0
Disciplines not Reported	48	6.3	46.7	13.3	20.0	20.0
Total	10,387	2.4	64.0	15.5	10.1	10.5

Source: Select Committee on Economic and Cultural Nationalism, Colleges and Universities in Ontario, 1973.

TABLE 14

CITIZENSHIP OF FACULTY BY DISCIPLINE GROUP
AND BY COUNTRY OF LAST DEGREE
ONTARIO UNIVERSITIES, 1972/73

Discipline Group	Total	% Unknown	% Canadian	% U.S.	% U.K.	% Other
Social Sciences	2,100	0.3	29.8	51.0	12.7	6.7
Physical Sciences	2,027	1.6	39.2	28.3	22.4	10.2
Humanities	1,832	3.1	36.8	13.5	15.0	16.7
Applied Social Sciences	1,677	6.2	47.0	40.2	7.1	5.9
Medical Sciences	1,344	4.8	60.4	16.2	13.7	9.8
Life Sciences	1,023	2.1	36.4	35.7	19.7	8.3
Creative and Dramatic Arts	336	17.0	24.7	49.5	13.6	12.2
Disciplines not Reported	48	6.3	42.2	26.7	17.8	13.3
Total	10,387	3.3	40.1	35.2	15.0	9.7

Source: Select Committee on Economic and Cultural Nationalism, Colleges and Universities in Ontario, 1973.

number of undergraduates enrolled part-time in 1972/73 was 49,158 in the summer session (65,406.5 course registrations) and 54,168 in the regular fall-winter session (72,953 course registrations). The part-time graduate enrolment for the 1972 fall term was 8,621 students. The total full-time equivalent figure for 1972/73 was 15,347. The citizenship percentage frequencies of full-time students in the fall term of 1972 were:

	Canadian	U.S.	U.K.	Other
Undergraduate	89.2	1.4	2.6	6.8
Graduate	88.3	3.7	0.9	7.1

444. There were 3,366 students who enrolled in the first year of a university course in the fall of 1972. 76.6% of these students entered from Ontario secondary schools; 7.6% were from other provinces; 5.8% were re-admitted; 3.4% were admitted as mature students; 2.8% were foreign students; 1.9% were formerly preliminary-year students; and 1.9% were transfer students from colleges of applied arts and technology.

1. Programs of Study

445. There were 103,202 undergraduates enrolled at Ontario universities in the fall of 1972. Their distribution by bachelors' program of study was shown in Tables 10 and 11. The 1970/71 graduate student enrolment at the masters and doctoral level by discipline group is shown in Table 15.

2. Degrees Granted

446. 24,648 undergraduate degrees were granted by Ontario universities in 1970/71 (28,860 in 1972/73). 9,183 of these were awarded to women. Table 16 outlines the graduate degrees awarded in 1970/71.

TABLE 15

FULL-TIME AND PART-TIME MASTERS AND DOCTORAL ENROLMENT BY DISCIPLINE GROUP, 1970-71

Discipline Group		Masters			Doctorate		
		M	F	T	M	F	T
Education	FT	263	174	437	195	65	260
	PT	1,235	437	1,672	135	44	179
Fine + Applied Arts	FT	42	44	86	30	13	43
	PT	4	3	7	12	1	13
Humanities	FT	1,181	730	1,911	810	324	1,134
	PT	552	394	946	285	75	360
Social Sciences	FT	2,679	775	3,404	924	246	1,170
	PT	1,546	166	1,712	205	56	261
Agriculture and	FT	372	102	474	331	49	380
Biological Sciences	PT	50	22	72	45	9	54
Engineering and	FT	1,122	28	1,150	659	8	667
Applied Sciences	PT	371	6	377	120	3	123
Health Professions	FT	175	96	271	248	64	312
and Occupations	PT	29	21	50	7	3	10
Mathematics and	FT	833	109	942	1,174	52	1,226
Physical Sciences	PT	104	16	120	67	12	79
Total	FT	6,619	2,058	8,677	4,371	821	5,192
	PT	3,903	1,073	4,976	876	203	1,079

Source: Statistics Canada, Fall Enrolment in Universities and Colleges, 1970-71.

TABLE 16

GRADUATE DEGREES GRANTED
BY
SEX AND DISCIPLINE GROUP, 1970-71

Discipline Groups	Masters			Doctorate		
	M	F	T	M	F	T
Education	520	197	717	25	3	28
Fine and Applied Arts	14	21	35	4	-	4
Humanities	736	464	1,200	91	14	105
Social Sciences	1,403	310	1,713	103	14	117
Agriculture and Biological Sciences	155	40	195	90	8	98
Engineering and Applied Sciences	549	7	556	107	-	107
Health Professions and Occupations	60	40	100	30	8	38
Mathematics and Physical Sciences	416	50	466	221	5	226
TOTAL	3,853	1,129	4,982	671	52	723

Source: Statistics Canada, Fall Enrolment in Universities and Colleges, 1970-71.

TABLE 17

ENROLMENT AND GRADUATION DATA

UNIVERSITIES AND RELATED INSTITUTIONS

1960-61/1970-71

ENROLMENT: UNIVERSITIES AND RELATED INSTITUTIONS	1960-1961			1965-1966			1970-1971		
	M	F	T	M	F	T	M	F	T
Undergraduate Part-time	-	-	-	12,470	7,847	20,317	21,287	18,116	39,403
Undergraduate Full-time	21,824	7,560	29,384	35,794	16,330	52,124	66,166	37,278	103,444
Graduate Part-time	646	201	847	1,681	385	2,066	5,379	1,433	6,812
Graduate Full-time	2,257	342	2,599	5,696	1,163	6,859	11,658	3,153	14,811
Ontario College of Art	-	-	594	-	-	929	-	-	1,005
Ontario Institute for Studies in Education (Graduate)			N/A	-	-	101	-	-	377
Ryerson Polytechnical Institute	2,441	458	2,899	2,888	799	3,687	4,609	1,718	6,327
Teachers' Colleges	1,910	4,820	6,730	1,347	4,566	5,913	1,973	5,598	7,571
DEGREES GRANTED BY ONTARIO UNIVERSITIES									
Bachelor and First Professional Degrees	4,916	1,943	6,859	7,229	3,612	10,856	15,465	9,183	24,648
Masters	868	152	1,020	1,609	337	1,946	3,853	1,129	4,982
Doctorates (earned)	129	15	144	278	38	316	671	52	723
FRESHMAN INTAKE BY UNIVERSITIES				-	-	16,650	-	-	32,777

Source: Data Supplied by Statistics Branch, Ministry of Colleges and Universities.

CHAPTER IX

FINANCE

447. The right of universities to receive public support has been recognized since 1849 with the establishment of the University of Toronto as the provincial university. Until 1956 the funds were transferred as a direct grant at the recommendation of an adviser on university affairs. In 1958 a University Committee comprising senior government personnel was formed to advise on the direction of post-secondary institutions and to review the universities' expenditure, a process later characterised as "line-by-line" budgeting.

448. It was an augmented version of this committee, the Advisory Committee on University Affairs, which recommended the creation of a Department of University Affairs, thereby initiating a new era in university-government financial relations. Thereafter a permanent staff would exist to administer the government program. The almost simultaneous creation of the Committee on University Affairs indicated that review of institutional requests was to be made by an advisory body situated, as it were, at one remove from the government. With the introduction of formula financing in 1967, the most important duty of CUA became the annual recommendation of the value for the Basic Income Unit, the very cornerstone of the formula. These functions are now, of course, carried out by the Ontario Council on University Affairs.

449. The processes leading to these recommendations have been described as follows:

> After reviewing the briefs submitted by Ontario's universities, Council of Ontario Universities, Ontario Confederation of Faculty Associations and Ontario Federation of Students, the Committee weighs the evidence which the institutions have advanced in favour of an increase in the value of the BIU. The Committee takes into account the comments of the universities, aggregate wage and price indices, and demonstrated efforts of the institutions to economize.[16]

In addition to these considerations, the Minister may give guidelines to his advisory council. The 1974 guidelines, for example, indicated that the government's policies regarding accessibility and institutional autonomy should be maintained and that tuition fees should not be raised nor should the total monetary allocation be exceeded. Options such as a percentage increase in the 1974/75 BIU or the suspension of the formula in favour of a flat increase against the current operating grant were publicly presented for consideration.

450. The proposals of the Commission on Post-Secondary Education for financing institutions and students represent a substantial departure from current methods, a departure which in the case of institutional financing has not found favour in the eyes of the university community. The Commission recommends separating the cost of research from institutional costs, which latter are to be more heavily subsidized by student fees. Students, in turn, would enjoy a more liberal program of financial aid featuring a substantial non-repayable grant to the children of lower income families and a contingent repayment program for others. While the government review of the COPSE recommendations continues, some specific measures which respond specifically to the Report and others which reflect its tenor, have been introduced. They include:

- full formula funding to church-related institutions.
- extension of OSAP to include theology students.
- inauguration of a graduate scholarship program emphasizing academic excellence.
- introduction of pilot programs for part-time student assistance.
- introduction of a loan program for student who do not qualify under OSAP.

451. Chapter IX deals with the methods by which the Ontario Government funds colleges and universities, with the contributions made by the Federal Government and with pattern of student assistance in the province. It describes the formulae which have been developed to calculate the amounts of both operating and capital assistance; the agencies and programs through which such monies are provided; the federal legislation under which Canada makes funds for post-secondary education available to the provinces; and the programs and policies under which students are assisted financially.

A. Formula Funding

452. Formula financing has been adopted by the provincial government to calculate the amount of the operating grant to be allocated to colleges and universities. The provision of funds according to formulae is held to provide an objective basis for distributing provincial funds equitably among institutions of various sizes and purposes.

> The formula approach enables the universities to cope financially with increasing enrolment; it encourages them to use public support efficiently; and it maintains the principle of university autonomy, since the universities make their own priority decisions concerning the internal allocation of operating revenues.[17]

The question of the kinds of factors to be employed in the calculation and the formula's relative applicability to universities and to colleges is under constant review.

I. Operating Expenditure

453. The operating of universities and colleges in Ontario is mainly supported by grants from the provincial government combined with revenue derived from student fees. A large part of the retraining and trades training programs offered by the colleges is funded on a course-cost basis through the Federal Department of Manpower and Immigration (see B.3 this Chapter).

454. Operating Grants Formula for Universities. The formula for determining the level of operating grants was devised jointly in 1966 by CUA and CPUO and was first implemented in 1967-68. As the Chairman of the CUA noted in 1970, the goals of the formula policy were different for universities and government:

> From the point of view of the universities, the formula was intended to provide equitable support and to provide a basis for preserving institutional control over resource allocation. The formula also was intended to provide an incentive for efficiency and good management....(and that its use)....could lead to effective long-term planning on a constant dollar basis....From the point of view of the government, the formula was intended to provide a basis for control[18] of total expenditure as related to function (the education of students) without the concomitant scrutiny and control of individual elements of expenditures.[19]

Under the formula, operating grants are determined by:

(i) applying a scheme of weights to the eligible full-time equivalent enrolment of each institution. These weights are intended to roughly reflect the relative costs of the various types of instruction offered.

(ii) multiplying the weighted enrolment by a unit value (the basic income unit or B.I.U.) as set annually by the Ontario government in consideration of advice from OCUA and available funds in relation to provincial priorities. The resultant product is the basic operating income (B.O.I.).

(iii) deducting total formula fees from the basic operating income. Total formula fees are derived by multiplying full-time equivalent enrolment (in specific programs) by an agreed-upon program fee value (median) for Ontario universities. In addition, extra formula grants are provided to universities which, either due to size, location or program mix, are demonstrated as inviable; offer bilingual programs; or have special programs not ordinarily funded under the formula.

455. The Operating Formula as Applied to CAATs. The application of a formula system to calculate operating grants to CAATs was inaugurated in 1971. Operating grants to colleges comprise three elements:

(i) the enrolment formula (calculated to include the 'K' factor, a scale adjustment factor which compensates for small enrolments)

(ii) plus allowances for accommodation rental and special programs

(iii) minus income from the Standard Tuition Fee.

The operating formula as applied to colleges differs from the university form in that it reflects college programming and may include annually varying allowances for growth.

456. Slip-Year Financing. On March 3, 1973, the Minister of Colleges and Universities announced that policy relating to the operating formula would be amended by the introduction of slip-year financing, which was designed to deal with changing enrolment patterns. Formula grants were formerly payable on the current year's enrolment with the result that the final level of government support could not be determined until mid-December or at least 8 months into the university fiscal year. Under the slip-year approach, grants are calculated on the prior year's enrolment. The change in policy became operative for the year 1973/74.

2. Capital Assistance

457. Provincial assistance towards expenditure on capital projects for academic and administrative purposes is provided through the Ontario Universities Capital Aid Corporation. Prior to 1973, amounts payable to universities were calculated by means of the Interim Capital Formula. Since then funds have been allotted to colleges and to universities by ministerial allocation on a direct project basis. Facilities for Health Education and Research are funded in part through the Ministry of Health. The building of student residences is administered through the Ontario Student Housing Corporation.

458. The Interim Capital Formula has been in effect since April, 1969. It was devised by CUA in consultation with representatives of COU and MCU "to provide objective measures of needs against predetermined standards that assure full and effective utilization of physical resources."[20]

Total space needs are derived from a weighting system whereby

> various relative values are assigned to each student category based upon the type of program and the level at which the student is studying. A unit of space is then applied to each weighted unit of enrolment. Thus a total cumulative space need is determined for any particular year. From this total cumulative space need is subtracted the existing space in order to calculate the additional space required. A unit cost is applied to the additional space required and a cumulative dollar entitlement is calculated for any one year. This entitlement is based on the projected enrolment of the following year.[21]

Allowances (subject to scrutiny) are made for part-time students; trimester students; small-scale or emergence; age and quality of the inventory, and for cyclical renewal of facilities. The formula does not cover facilities for health sciences education or veterinary medicine nor facilities for ancillary operations such as parking, alumnae or commercial enterprises.

459. A space inventory of university facilities, completed in 1969-70 led to the introduction of an amendment to the formula in 1971 whereby annual (financial) allocations were made to each institution in accordance with its established dollar entitlement minus the amount of the cumulative funds already received. A deceleration in the flow of capital financing was announced by the government in November, 1972, when slackening university enrolments resulted in negative capital entitlements. This moratorium on new construction is intended to provide the government and institutions time to survey existing space with regard to more intensive utilization and also to determine the best direction for future growth. Past commitments, emergency needs and some alterations and improvements continue to be financed.

460. The Ontario Universities Capital Aid Corporation (OUCAC) was established on July 1, 1964, for the provision of capital support by purchasing from universities debentures issued by them for capital projects approved by the Minister. In 1967, the capital programs of the CAATs also became eligible for funding through the corporation. Special grants are transferred each year within the provincial government to provide for the

repayment of principal and interest on the debentures. OUCAC is administered by the Ministry of Treasury, Economics and Inter-governmental Affairs.

461. Ontario Health Resources Development Plan. Planning in the field of health sciences is conducted through the Health Sciences Education Committee, comprising the Deputy Ministers of Colleges and Universities and Health as Co-Chairmen and a Technical Working Party whose members represent those branches of the two Ministries related to health sciences education. Responsibility for the appropriation of capital funding lies with the Ministry of Health. Capital allocations for health science facilities are made through the Ontario Health Resources Development Plan of the Ministry of Health (see also B.2). It provides for the redevelopment and expansion of facilities required for the education of personnel in the areas of health and related technologies.

462. The Ontario Student Housing Corporation (OSHC) was established in 1966 as an adjunct of the Ontario Housing Corporation. CUA had recommended that the development of student housing should proceed on demand, subject only to all capital costs being met through rental charges. Mortgage funds are provided through the Central Mortgage and Housing Corporation of the federal government (90%) and in some instances through OSHC(10%). In keeping with their community orientation, residence facilities are not provided by the CAATs except in the case of the northern colleges. However, some colleges acquired residences when the regional nursing schools were brought into the system.

B. Federal/Provincial Relations

463. The major transfer of funds from the federal to the provincial level of government occurs under the Federal/Provincial Fiscal Arrangements Act, 1967, through the provisions for the Post-Secondary Education Adjustment Payments. Other programs where federal/provincial transfers occur are the Adult Occupational Training Act and the Health Resources Fund.

1. The Adult Occupational Training Act, 1967

464. This legislation provides the mechanism by which the provincial government recovers from the Federal Government money expended on adult retraining programs,[22] apprenticeship/trades training programs and short-term training in industry (STIT) programs offered in the colleges. A new bilateral agreement, in the process of being negotiated, would provide for

the purchase of "training days" rather than the present apportioned "course cost" basis. Currently, administration is accomplished by the Federal Department of Manpower and Immigration purchasing courses from the CAATs through the Ministry of Colleges and Universities.

2. The Health Resources Fund

465. The fund was instituted by the Federal Government to provide capital assistance in the health sciences field for the acquisition, construction and renovation of teaching and research facilities in universities and their affiliated hospitals.[23] Support (up to 50% of eligible expenditures) for projects which have been approved by the Health Sciences Education Committee may be sought from the federal government under the Health Resources Fund Act.

3. Federal/Provincial Fiscal Arrangements Act, 1967

466. Prior to 1967, the Federal Government had made direct operating grants to all post-secondary institutions having their own Boards of Governors in the province. Ontario receives a transfer of funds based on "Post-Secondary Education Adjustment Payments". Thus, although there is no longer direct federal support to institutions, fiscal transfer under the terms of the Act is "an amount as determined by the Secretary of State, equal to fifty percent of the operating expenditures for post-secondary education in the province in the fiscal year."[24] In 1973-74 this amounted to $401.44 million which was 50% of the eligible operating expenditures for post-secondary education in Ontario.

C. Development of Student Assistance

467. Ontario's first general program of student assistance, the Provincial Student Aid Scholarship Plan, was introduced in 1943. Prior to the introduction of the Dominion-Provincial Student Aid Program in 1939, the few awards available originated from private sources. Ontario did not participate in the federal-provincial program until 1944, the sixth year of its operation. The Type A (admission) and Type B (in-course) bursaries offered under the system were the major government student assistance program until the advent of the Ontario Student Assistance Program (OSAP) in 1964.

468. In 1958 the provincial government inaugurated the Ontario Student Aid loan program under which students might borrow up to $500 a year (to a total of $2,000) at 4% interest. Provisions were made in the budget for funding

of $3 million dollars annually, although the amount of the loans never reached that figure. This program, too, was superseded by OSAP.

469. The development of a consistent approach by the government to the problem of student aid was brought about by two major events of 1964. The first was the Canada Student Loans Plan launched by the Federal Government, and the second was the organization of a Student Aid Branch within the newly-formed provincial Department of University Affairs. OSAP, a product of co-operation among the Branch, the Committee on University Affairs and the Committee of Presidents of Universities of Ontario, combined the best features of the new federal loan plan with those of the existing provincial bursary scheme. It was approved by the Government

> "on the understanding that it would apply equally to all full-time Ontario post-secondary students, that assistance would be provided according to assessed need, and that the total indebtedness of individual students would be limited by supplementing loans with grants".[25]

Currently, Ontario has a comprehensive and integrated system of student assistance with the Ontario Student Assistance Program at its foundation buttressed by special programs for graduate students, part-time students and the promotion of bilingualism.

1. Advisory Agencies

470. In the area of student assistance, the government is advised by two agencies; the Ontario Committee on Student Awards (OCSA) and the Ontario Council on University Affairs. Indirectly, it receives commentary from groups associated with the Council of Ontario Universities such as its Subcommittee on Student Aid and its affiliate, the Ontario Council of Graduate Studies (OCGS) which, in turn, is advised by its own Committee on Student Financial Support.

471. The Ontario Committee on Student Awards was first formed in September, 1966 as the Minister's Advisory Committee on Student Awards, an ad hoc body formed to report, in the light of immediate criticism, on revisions to the newly announced Ontario Student Awards Program. Formally constituted to advise the Minister, its terms of reference included the following provisions:

> It will attempt to ensure a clear articulation by the academic community of the financial arrangements that will be required to ensure that all students have the necessary resources to undertake post-secondary education. It will recommend action

> that it considers most desirable towards achieving such arrangements. It will advise on administrative procedures required to implement appropriate policies in the field of student aid.

Confusion in jurisdictions between CUA and OCSA, lack of permanent staff, and an unwieldy membership basis did not prove conducive to the formation of an effective advisory agency. The work of the Committee was concluded on March 31, 1974. It has been replaced by an Interim Committee on Financial Assistance for students, the formation of which was announced on January 20, 1975.

2. Administration

472. Financial assistance to post-secondary students is administered by the Student Awards Branch of the Ministry of Colleges and Universities in co-operation with Student Awards Officers in the institutions. The Branch also administers and co-ordinates federally-funded programs in the province. During the 1974/75 academic year over 110,000 applications will be received and processed by the Student Awards Branch for the various programs. Of that total, approximately 90,000 will be for OSAP. Much of the routine processing of Ontario Student Assistance Program applications is computerized which has increased the speed, efficiency and consistency of the program. Computerization has aided a continuing verification program which ensures that the federal and provincial regulations are adhered to and that the assessment process is consistent and equitable.

D. Student Assistance Programs and Policies

473. The chronological development of student aid policies and programs reflects the pressures imposed by the burgeoning enrolments of the sixties. Thus Ontario's program of graduate support was the first to be implemented, followed by the overall student assistance program. The major initiative for the seventies has been the increased support extended to part-time students.

1. Graduate Support

474. The Ontario Graduate Fellowship (OGF) Program was announced in September, 1962 by the Honourable John Robarts. Its genesis lay in the direct response of CUA to the university enrolment figures forecast by the Committee of Presidents of Provincially Assisted Universities in their report "Post Secondary Education in Ontario 1962-70". In that Report the Presidents recommended a "crash program" in graduate studies in order to staff Ontario universities for the imminent enrolment explosion. OGFs were intended primarily to increase the number of university staff available to teach in the areas of humanities and social sciences. A limited number of awards in other areas (pure sciences and mathematics, then applied sciences)

were later introduced. The Province of Ontario Library Fellowships, introduced in 1966, were later (1968) incorporated in the OGF Program. The College of Education Fellowships (designed, in 1965 principally to increase the supply of teachers at the secondary school level) were changed in 1970 to Teacher Education Awards. The program was discontinued in 1972.

475. With the shortfall in undergraduate enrolment that appeared in the early seventies, reassessments of government policy in graduate student support began. The COU/CUA Joint Subcommittee on Goals and Policies for Graduate Development took up the problem in the fall of 1971 agreeing that the OGF should be replaced by a program based more on academic achievement. It emphasized the need to retain good scholars and placed less emphasis on expectations of university teaching. It also allowed a freer choice of university. Subsequently, the Ontario Graduate Scholarship (OGS) Program was announced by the Minister on October 16, 1973, as a program fulfilling these criteria. One thousand scholarships are offered each year, 850 of which are portable. They provide $800 per term plus tuition.

2. Ontario Student Assistance Program: OSAP

476. The Ontario Student Assistance Program (known as the Ontario Student Awards Program from its inception until 1974) was announced in April, 1966, in response to general concern at the low level of funding available to the increasing numbers of students enrolled in post-secondary institutions. The inauguration of the program broke new ground in that financial need rather than academic achievement was a major criterion. It was "developed to ensure that every person with the ability and desire to pursue a program of education beyond the secondary school level will have sufficient funds to meet the costs of such an undertaking."[26] The other major principle involved was the government's insistence that the student and/or his family should bear some of the financial responsibility for the education received.

477. OSAP is a combination loan/grant scheme, the loan portion of which is funded federally through the Canada Student Loans Plan, the grant portion being the responsibility of the government of Ontario. The effect, as the Minister of University Affairs pointed out (June, 1966) is "to reduce by the amount of the grant, the sum the student would have had to borrow". Full-time students may qualify for both loan and grant assistance from OSAP while studying at Canadian universities other than those within Ontario. They may qualify for loan assistance only if they plan to study outside Canada in a post-secondary institution recognized by the Ontario government.

478. On the question of the relationship between OSAP and accessibility to post-secondary, the following statement is revealing:

> The Department of University Affairs has, during the experience gained in administering the OSAP, moved rather steadily to the position that if equality of educational opportunity is to be attained in this Province, student awards in themselves will not provide the solution. Rather, it seems to us, more energy and resources must be devoted to improving opportunity at both the elementary and secondary level and to creating a better general environment for many of our young people who are growing up without the incentives to educational improvement.[27]

3. Aid to Part-Time Students

479. Consonant with the perceptible rise in part-time student enrolment and the trend to life-long learning, the government introduced in 1973 two experimental support programs for part-time students. These are to be supported by the Ministry's recommendation that colleges and universities assist part-time students by allowing them to spread their tuition payments over the length of their course. (In order to offset any internal cash flow problems, the government makes accelerated payments to institutions accepting this recommendation).

480. The pilot bursary program is designed to test the import, acceptance and effect of such a program. The criteria for the awarding of bursaries are based on social and financial need, those students who are employed, receiving social assistance or who have a low family income being given preference. The pilot loan program is designed to offset the fact that part-time students cannot yet qualify for assistance under the Canada Student Loans Plan. Its purposes are to meet the financial needs of part-time students experiencing cash-flow difficulties in meeting their educational and related costs, and to encourage the entry of more part-time students into the field of post-secondary education.

TABLE 18

OPERATING GRANTS,

CAPITAL ASSISTANCE AND STUDENT ASSISTANCE

1960-61/1970-71.

OPERATING GRANTS	1960-1961	1965-1966	1970-1971
Universities	-	60,686,600	325,079,039
Church-Related Institutions	N/A	N/A	6,911,195
Colleges of Applied Arts and Technology	N/A	N/A	-
Educational and Cultural Institutions	-	1,300,000	5,008,906

CAPITAL ASSISTANCE		OUCAC	OUCAC	OHRF
Universities	-	89,239,300	104,760,000	28,044,800
Colleges of Applied Arts and Technology	N/A	63,000,000(67-68)	-	-

STUDENT ASSISTANCE	Number	Value	Number	Value	Number	Value
Dominion-Provincial Types A - B	3,992	1,010,828	7,501	2,274,153	-	-
Ontario Student - Aid Loan	3,361	1,388,707	-	-	-	-
OSAP Grants	-	-	-	-	61,481	35,559,264
OSAP Loans	-	-	-	-	67,143	36,860,393
OGF Summer	-	-	1,110)	2,775,723	2,507)	5,352,449
Regular Academic Session			1,572)		2,355)	

Source: Data Supplied by Statistics Branch, Ministry of Colleges and Universities.

CHAPTER X

FORMAL POST-SECONDARY EDUCATION AND THE GOVERNMENT POSITION

481. Since its first major incursions into higher education in the early sixties when the new universities were created, the Government of Ontario has developed well defined policies relating to full-time, formal post-secondary education, the development of which was no doubt stimulated by the large amounts allocated each year to such education.

482. Recently, of course, government attention has been directed to the development of forms other than full-time, institutional post-secondary education. There has been a growing emphasis on the support of part-time study for credit in the form of amendment to the operating formula and student assistance. In both colleges and universities greater efforts are being made to accommodate students at times other than diurnal and in places away from the campus proper. Despite the widely varying objectives of the two major sectors - university and college - the government has made every effort to treat the various kinds of institution equitably with respect to the provision of funds for cultural and social activities.

483. Chapter X deals with the provincial government's position on colleges and universities in Ontario in terms first, of building a unified administrative structure and creating acceptable interface mechanisms between institutions and government and second, in terms of the development of policy relating to making post-secondary education an equitable societal institution. In the area of administration, all forms of post-secondary learning have now been brought under the aegis of the Ministry of Colleges and Universities and an integrated system most nearly achieved. In the structure of its interface with institutions, the Ontario Government is moving towards the adoption of policy advisory bodies viz. the creation of the Ontario Council on University Affairs in 1974. Finally, there can be little doubt in view of the number, variety and location of institutions in Ontario that the government has fulfilled its commitment to provide places for all qualified individuals according to their ability.

A. Organizing the Structure of Post-Secondary Education

484. Two government-appointed committees of inquiry published reports almost simultaneously in late 1971, both recommending a more structurally integrated form of government administration. At that time, responsibility for post-secondary education was spread over five departments (Agriculture and Food, Education, Health, Labour and University Affairs) with several others administering smaller programs (of student aid, research support, etc.).

The recommendations of the Committee on Government Productivity (COGP) were, of course, directed to the management of all government departments while those of the Commission on Post-Secondary Education concerned only the administration of post-secondary educational systems.

1. Consolidation of the Components of Formal Post-Secondary Education

485. The initial impetus to a broader mandate for a ministry concerned with post-secondary education came in the fall of 1971 when responsibility for the CAATs was transferred from the Department of Education (which had overseen their inauguration) to the Department of University Affairs. The enabling legislation for the transfer was Bill 98, The Department of Colleges and Universities Act, 1971, proclaimed on October 1, 1971. The other large system still remaining under the Ministry of Education, the thirteen Teachers' Colleges, began to be phased out in 1970. It had been recommended that teacher education should become a university program and, as a result, agreements were reached whereby the majority of the college staffs were invited to form the nucleus of university faculties of education.

486. In March, 1972, bills were presented in the Legislature to effect the changes in the structure of government recommended earlier by the Committee on Government Productivity (COGP).[28] At this time all government departments were made ministries by repealing the current titles and re-enacting the former legislation under new nomenclature, in this case the Ministry of Colleges and Universities. At the same time, the Industrial Training Branch was transferred from the Department of Labour and the six government-operated Registered Nursing Assistant (RNA) Schools were transferred from the Department of Health. Final negotiations for the transfer to the colleges of the remaining RNA Schools are still pending. The staff and programs of both Regional and Hospital Schools of Nursing were taken over by the CAATs beginning in September, 1973.

2. Management Reorganization Within MCU

487. The complexity of administering the greatly increased number of systems, institutions and people for which MCU was now responsible necessitated internal reorganization of Ministry operations. External advice on the method was sought and in September 1973, the organization outlined below was settled upon. There are now six main components; three program divisions (University Affairs, College Affairs and Manpower Training, Cultural Affairs) each headed by an assistant deputy minister and designed to relate to client institutions and organizations; two central units,

one to co-ordinate Ministry policy and planning. the other to provide support and administrative services; and a Ministry Management Committee. This last unit, consisting of the Minister, Deputy Minister and senior personnel focusses on top-level integration and co-ordination of the total Ministry effort.

488. The two program divisions relevant to formal post-secondary education are the University Affairs Division and the College Affairs Branch of the College Affairs and Manpower Training Division. The University Affairs Division is responsible for financial policy, the analysis of policy implications; and for university-government relations in general. The structure of the College Affairs Branch is designed to provide policy leadership and direction for the CAATs; to develop a long-term planning system; and to administer the approval (through the Council of Regents) and monitoring of programs of instruction in the colleges. The two central units, the Common Services Division and the Policy and Planning Coordination Office (PPCO) provide the mechanisms essential to the maintenance of unity throughout the Ministry. The latter body integrates at the theoretical (policy) level while the former provides the practical (functional) means of integration. Within the Common Services Division are grouped such branches as Information, Statistics, Architectural Services, Institutional Accounting and Student Awards. The division supplies the ministry's need for specific technical skills and for the routine administration of ongoing programs. The Policy and Planning Co-ordination Office is responsible for co-ordinating the overall development and analysis of Ministry policy; providing the interface with other ministries and governments; the planning aspects of interdivisional programs; and for undertaking Ministry responsibilities in the area of research. Through its implementations of this reorganization, MCU has to a large extent overcome the massive problems associated with its growth from a small department responsible for virtually only one system to a relatively large ministry responsible for practically the whole spectrum of post-secondary educational opportunities in Ontario. And this has been accomplished in the short space of three years between 1971 and 1973.

489. During this time two major problems were overcome. The first of these was the Ministry's lack of depth in policy analysis and development due partly to its initial emphasis solely on university matters and partly to the government's new emphasis on the policy field structure. Second a completely new infra-structure of administrative support had to be devised and implemented in order to deal with the government's concept of post-secondary education as an entity. It is apparent that the Ministry is meeting these problems through dealing with its institutional/organizational and individual clients at the program level while at the same time focussing at the policy level, on the long term goal of building an integrated structure through which to administer post-secondary education in the province.

3. Development of Interface Mechanisms

490. Traditionally, Ontario has used a formally constituted citizen-group as an intermediary body between the government and the institutions. It is a method which reflects the government interest in citizen participation. Despite superficial similarity between the intermediary bodies for the college sector, (the Ontario Council of Regents for the Colleges of Applied Arts and Technology), and for the university sector (the Ontario Council on University Affairs), differences in development and emphasis do exist.

491. The Council of Regents is directed to "assist" the Minister rather than to "make recommendations" and has never been empowered to look at the operation and/or financing of institutions as is the Ontario Council on University Affairs. Moreover, the fact that the colleges were a creation of government without the long developing independence of the universities has meant that the function of the intermediary group within the two systems has been very different.

492. This is further reflected in the structures developed to deal with each sector within the Ministry of Colleges and Universities. Each sector is represented by a different program division: universities by the University Affairs Division and colleges by the College Affairs Branch of the College Affairs and Manpower Training Division. Both now are essentially policy bodies. The important area of difference lies in the curriculum function of College Affairs which reflects the greater interdependence between government and institution in the college system.

B. Development of Policy

493. The development of policy relating to formal post-secondary education has its source in two areas. First, the government's often-expressed principle of providing opportunities for all capable of benefitting from them proved to be the foundation for the inception and growth of many new institutions during the 1960's. That very proliferation in turn, made the development of a coherent funding policy of paramount importance. Second, the size and costliness of the government effort made necessary the creation of an integrated structure for the direction of post-secondary education in the province.

494. In this subsection government policies relating to the development of formal systems of post-secondary education will be considered in the light of the social factors upon which they are based. The framework of discussion will be mainly chronological, moving from the government's concern with increasing the number of available places through the special considerations imposed by the nature of Ontario's population and geography, to the current concern with the quality of education.

1. The Demand for Post-Secondary Education

495. To all intents and purposes, Ontario has maintained an "open door" policy (subject to academic qualification only) in the provision of facilities for education at the post-secondary level. Planning for the provision of student places rests on the projection of social demand (i.e. expected enrolment) for higher education. As the Chairman of CUA noted it is a firmly held precept that

> ...the policy of the Government of Ontario, established some years ago, whereby it undertook to provide facilities and opportunities for all qualified young people to pursue higher education who were desirous of doing so, will continue to stand. Whatever reforms and changes may be developed, it is, in the opinion of the CUA, most improbable that direct rationing of places should be introduced. Such a notion is foreign to almost all of our social and political traditions.[29]

496. As was noted earlier, the projection of sharply increased enrolments in the sixties had led to the creation of seven new universities by 1965. Institutional services were strengthened through the extra financial support given to library systems through the Ontario New Universities Library Project (a plan for applying economies of scale and central purchasing to establishing a standard 35,000 book library for 5 new universities); and to developing a computing system (now managed by an affiliate of COU, the Board for Computer Co-ordination). Further, through financial assistance received under the Ontario Extended Graduate Program, the universities were able to expand their graduate libraries, hire more staff and purchase necessary equipment. The aim of this program was the provision of research facilities that would attract high-calibre, senior staff. (The role of the Ontario Graduate Fellowship Program in the consolidation and growth of the university system, is explained in Chapter IX). The attention of the government was then turned to the creation of a whole new system designed to fulfill the needs of a technological society and to provide an alternative form of post-secondary education for its citizens. (The development of the Colleges of Applied Arts and Technology is outlined in Chapter VII). The most recent acknowledgment of social demand may be found in the government's encouragement of part-time study, manifested in special student assistance programs and by increased weighting in the operating formula.

2. Geographic Accessibility

497. The community orientation of the colleges is a basic tenet of their creation. The continuation of a strong local affiliation in these institutions is demonstrated by the instance in which the three campuses of one college divided to become three separate colleges. The concern for

geographic accessibility in the provision of facilities extends into the university sector. All the new universities (and university colleges) created during the sixties were located in communities, previously without facilities for higher education, where the pressures of increasing population had indicated the feasibility of providing new institutions.[30] Some of these institutions, due to small enrolments, qualify for supplementary operating assistance as emergent institutions.

498. Government policy has also been affected by the geographic and demorgraphic differences between northern and southern Ontario. The government commitment to the provision of institutions (both colleges and universities) for the benefit of the population living in northern areas of the province is self-evident. This policy is maintained in the face of the influence of geographic location on cost structure; the effect of small scale operations on fixed costs; lower average BIU weight due to the content of student mix; and competition between the two sectors for students.

499. In summary, then, the government, in recognizing the need for geographic accessibility has had to make extra-formula grants to compensate for enrolments which are small due to location in sparsely populated areas and which, due to the type of program offerings do not generate sufficient formula income.

3. Special Provisions: Church Related Colleges and Bilingual Programs

500. The nature of government relations with certain groups has special significance within the context of Ontario society. These groups are the Franco-Ontarian population and the church-related colleges. In both cases their special status has led to direct statements of policy.

501. In the case of the church-related colleges, it has already been indicated that the early development of universities in Ontario was closely tied to the interests of various denominational groups. When the Federal Government ceased its policy of providing financial support directly to the institutions, the viability of the denominational colleges and universities was severely constrained. Provincial policy against support of church-related institutions was long-standing. However, in 1967 the CUA recommended that such institutions be given special support equivalent to 50% of formula income.

As of 1974-75 the government has decided to provide full support under the formula (not including theology programs) to provincially-assisted universities with church-related colleges.

502. Special support for bilingual programs was introduced in the year 1968-69. Since that time, the Government has "decided to give priority to setting up an educational system which would provide equality to Franco-Ontarians."[31]

Funds are made available to Algonquin and Cambrian Colleges, the Universities of Ottawa and York and Laurentian University as well as certain affiliates of both Laurentian and Ottawa to help meet the extra costs involved in providing programs in both official languages.

4. Quality of Post-Secondary Education

503. Since the beginning of the seventies the government has moved from its earlier concern with providing and supporting institutions to an expressed interest in co-ordination within the sectors and the content and method of instruction:

> "....nous pouvons nous attacher à la qualité plutôt qui'à la quantité dans notre enseignement post-secondaire"[32]

In the former case the government has provided funding to establish the Ontario Universities Application Centre (OUAC) in order to centralize admissions' processing and avoid duplication. It also supports the Combined Registry of Ontario Students (CROS), a file which gives an indication of the number of available entrants. In the latter case, the two major programs supported by the government are the Advisory Committee on Academic Planning (ACAP) and the Ontario Universities Program for Instructional Development (OUPID).

504. ACAP was established in January, 1971, by the Ontario Council of Graduate Studies at the request of COU and with the endorsement of CUA. In May of 1971, the government instituted an embargo on funding for new professional and graduate programs pending successful assessment by ACAP. This was later modified to apply only to those disciplines where over-expansion would have had serious consequences. The purpose of ACAP is to eliminate unnecessary duplication and promote co-operation in the education of graduate students. The Instructional Development Program operates under the direction of the Joint Subcommittee on Instructional Development (CUA/COU). Its objective is to help individual faculty members and universities improve the effectiveness and efficiency of the instructional process. Also to be noted in this respect is the change in qualification requirements between the former Ontario Graduate Fellowships and the present Ontario Graduate Scholarships. The current requirement of "academic excellence" in the competing candidate denotes the concern with improving the calibre of student as well as of instruction.

CHAPTER XI

FORMAL ADULT SKILL TRAINING

A. Governing Authority and Administration

505. Adult skill training was first brought under provincial government jurisdiction in 1928 when the Apprenticeship Act was passed. Its administration was carried out by the Apprenticeship Branch of the Department of Labour. With the entry of the federal government into the field, both legislation and administration have become more complex. Much of the material discussed in this chapter is also covered in the report of the federal government.

1. Legislation

506. There are three Acts, one federal and two provincial, governing the operation of adult skill training programs in Ontario.

Adult Occupational Training Act (AOTA)

The Canada Manpower Training Program and the Canada Manpower Industrial Training Program are conducted under the provisions of the federal Adult Occupational Training Act (May, 1967) which is administered federally through the Department of Manpower and Immigration and provincially through the Ministry of Colleges and Universities. The Act enables the federal government to purchase training programs directly from public educational institutions, private trade schools and industry. Training allowances are paid to qualifying individuals. Within the text of the Act "adult" and "occupational training" are defined as follows:

> "adult" means a person whose age is at least one year greater than the regular school leaving age in the province in which he resides;
>
> "occupational training" means any form of instruction other than instruction designed for university credit, the purpose of which is to provide a person with the skills required for an occupation or to increase his skill or proficiency therein.

The import of this last clause is that the Act not only provides for training the unemployed but also for upgrading the under-employed. Changes in the provisions for training agreements are currently under negotiation.

507. Apprenticeship and Tradesmen's Qualification Act, 1964

This Act is the legislative authority under which the Manpower Training Branch operates apprenticeship programs in Ontario. It, and its pursuant Regulations, define the terms "apprentice", list regulated and non-regulated trades, provide for the appointment of advisory committees, and provide for the certification of tradesmen in regulated trades.

> "'Apprentice' means a person who is at least sixteen years of age and who has entered into a contract under which he is to receive, from or through his employer, training and instruction in a trade".

There are 34 regulated trades in Ontario. These are trades identified under the Act as apprenticeable trades and as having specific trade regulations. As of 1972, there were 183 non-regulated trades. Training for these trades differs in that there are not standard curricula or examinations. Successful candidates receive Certificates of Apprenticeship on completion of their program. The Act also authorizes the issuance of Certificates of Qualification to successful candidates in regulated trades (16 of these trades require compulsory certification; 16 provide voluntary certification; and 2 provide the Certificate of Apprenticeship).

508. The Private Vocational Schools Act, 1974

This Act is the vehicle through which the provincial government registers and regulates skill training programs provided by the private sector in an institutional setting. For the purposes of the Act:

> "private vocational school" means a school or place at which instruction in any vocation is offered or provided by classroom instruction or by correspondence, other than a college of applied arts and technology, a university recognized by the Ministry of Colleges and Universities or a school or course of instruction maintained under any other Act of the Legislature.

Effective from January 1, 1975, the Act and its Regulations decree that the Canadian Classification and Dictionary of Occupations will become the guideline for the regulation of all private vocational schools.

2. Government Administrative Structure

509. There are two government units involved in administering manpower training programs in Ontario, one for the private sector and one for the public. Policy co-ordination is achieved through the Ontario Manpower

Co-ordinating Committee. In addition, there are a number of advisory committees pertaining to trades training and qualification in existence.

510. Regulation of Private Vocational Schools. In terms of Ministry structure, the Superintendent of Private Vocational Schools occupies a neutral position within the Division of College Affairs and Manpower Training. The duties of this office are concerned with administering the provisions of the Private Vocational Schools Act with regard to registration and inspection of facilities, equipment, fees, etc. The sphere of inspection and control will be expanded to ensure that the courses offered are viable and that the learning situation is conducive to successful completion of the course.

511. Manpower Training Branch (MTB). The Manpower Training Branch, a branch of the College Affairs and Manpower Training Division, is responsible for administering the legislative provisions pertaining to occupational training. The overall objectives of MTB are to increase the quantity and quality of skilled people in Ontario to meet the needs of industry and to train members of the labour force to meet their aspirations in terms of occupational competence and of individual fulfilment. There are five units through which the basic services offered by the Branch are operated. These units deal principally with examination, program and curriculum development related to apprentice trades and industrial needs; program purchase and co-ordination with colleges under AOTA; and supervision and monitoring of apprentice and short-term training in industry programs. The structural framework of MTB is outlined in the accompanying chart.

512. Ontario Manpower Co-ordinating Committee (OMCC). The OMCC was formed early in 1974 to co-ordinate manpower-related issues throughout the government. Its formation gives tacit recognition to the necessity of bringing a firm, consistent and unified approach to negotiations with the federal government. The Committee is chaired by the Hon. J. McNie and it comprises the Deputy Ministers of Colleges and Universities, Community and Social Services, Education, Industry and Tourism, Labour, Treasury Economics and Intergovernmental Affairs and the Deputy Provincial Secretary for Social Development. It operates under the authority of Cabinet through the Cabinet Committee on Social Development. Its long-term objective is the formulation and evaluation of manpower objectives, policies and programs, while its more immediate tasks focus on the consideration and co-ordination of the various Ministry viewpoints.

513. Advisory Agencies. Under the authority of the Apprenticeship and Tradesmen's Qualification Act,

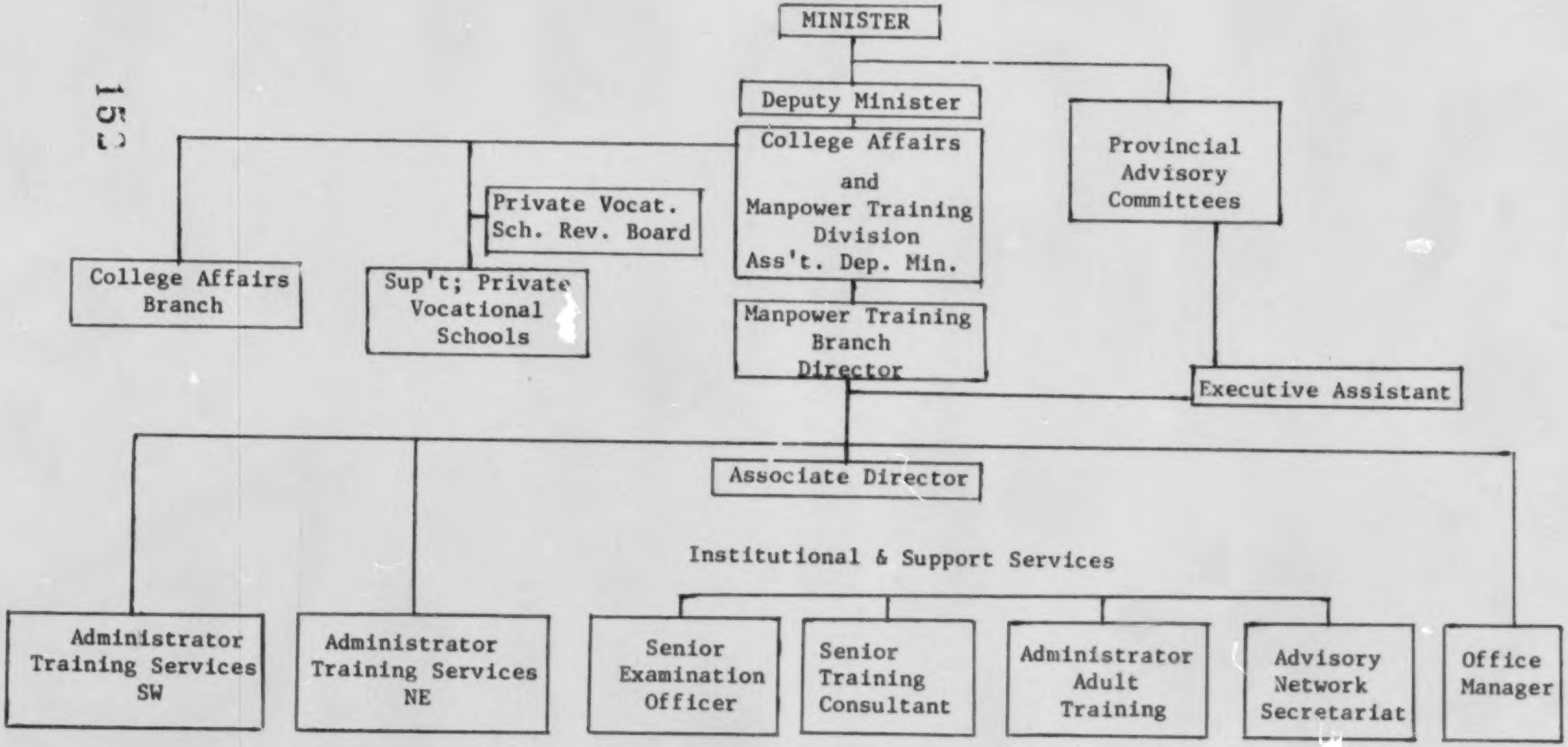
> The Minister may appoint a provincial advisory committee in any trade or group of trades to advise him in matters

FIGURE 6

MANPOWER TRAINING BRANCH

MINISTRY OF COLLEGES AND UNIVERSITIES

STRUCTURAL ORGANISATION


MINISTER
Deputy Minister
Provincial Advisory Committees
College Affairs and Manpower Training Division Ass't. Dep. Min.
College Affairs Branch
Private Vocat. Sch. Rev. Board
Sup't; Private Vocational Schools
Manpower Training Branch Director
Executive Assistant
Associate Director
Institutional & Support Services
Administrator Training Services SW
Administrator Training Services NE
Senior Examination Officer
Senior Training Consultant
Administrator Adult Training
Advisory Network Secretariat
Office Manager

relating to the establishment and operation of apprentice training programmes and tradesmen's qualifications.

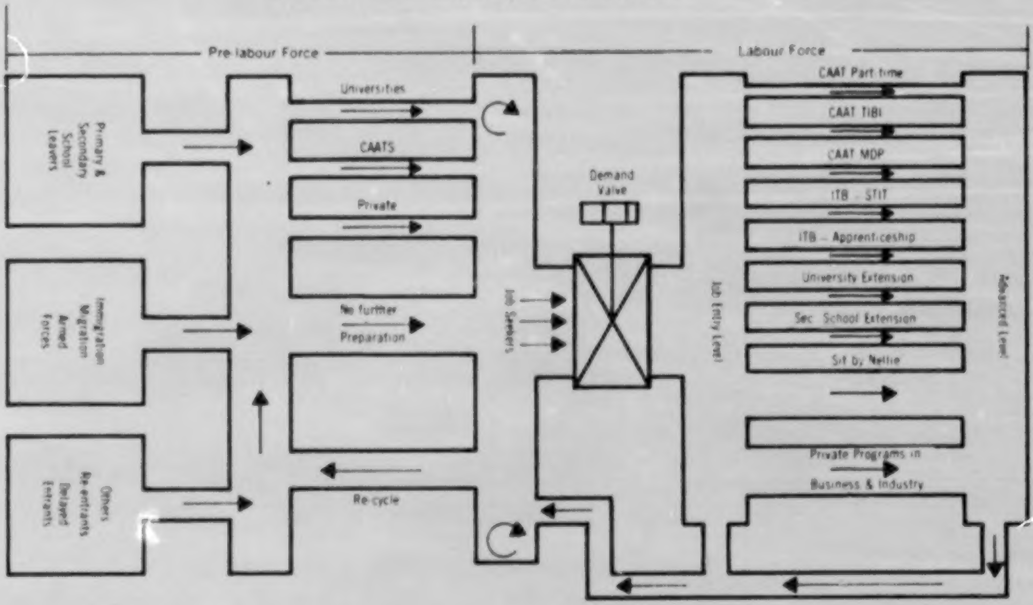
The composition of such committees shall be split equally between representatives of employers and employees. There is also provision for the appointment of local apprenticeship committees by the Director of MTB, to be "composed of such persons as he deems appropriate for any area of Ontario to advise and assist him in matters relating to apprenticeship or tradesmen's qualifications in the area".

B. Programs and Enrolments

514. The ways in which individuals may be trained to enter and continue in the labour force have been graphically presented by the Task Force on Industrial Training.

FIGURE 7

LABOUR FORCE TRAINING CHANNELS


Pre labour Force
Labour Force
Primary & Secondary School Leavers
Immigration Migration Armed forces
Others Re-entrants Delayed Entrants
Universities
CAATS
Private
No further Preparation
Re-cycle
Job Seekers
Demand Valve
Job Entry Level
CAAT Part time
CAAT TIBI
CAAT MDP
ITB - STIT
ITB - Apprenticeship
University Extension
Sec. School Extension
Sit by Nellie
Private Programs in Business & Industry
Advanced Level

> The Task Force uses the word "channels" to cover the variety of institutional and in-industry training and educational programs in Ontario. It is intended to suggest the progression of trainees through various routes into the labour market.
> ....Channels range from short programs of two to three weeks' duration in the case of STIT and TIBI, to three- and four-year graduate and undergraduate programs in universities.[33]

Those of the following programs which originate at the federal level are also discussed in the federal report.

1. Apprenticeship

515. For most trades, any person 16 years of age or older who has attained Year 2 of an approved secondary school program or an equivalent level of education is eligible to become an apprentice. Depending on the trade, the length of an apprenticeship program varies from 2 to 5 years. The majority of training occurs on the job. The Colleges of Applied Arts and Technology (CAATs) play a significant role in apprenticeship training. There are generally two or more periods of classroom instruction associated with an apprenticeship program: a basic course during the first apprenticeship period, possibly an intermediate course, and an advanced course near the end of the program. The classroom portion of apprenticeship training is funded by the federal Department of Manpower and Immigration, under the provisions of the Adult Occupational Training Act. The federal government also provides training allowances for apprentices during the period of classroom training. Enrolment figures for 1972/73 were new contract registrations 7,617; completions 3,685; cancellations 2,070; year-end active apprentices 20,423.

2. Examination and Certification of Tradesmen

516. The Certificate of Qualification is issued by the Manpower Training Branch to tradesmen who have provided satisfactory evidence that they possess defined skills and knowledge which they are capable of using in practical work situations. The issuing of this "licence" is intended to certify that a worker has attained at least the minimum qualifications necessary to practise a defined trade. There were 157,371 certificate holders registered at the end of the 1972/73 academic year.

3. Adult Training (Canada Manpower Training Program - CMTP)

517. For individuals in the labour force who require additional skill training or academic upgrading to find employment or improve their employment opportunities, full-time and part-time institutional training is offered through the CAATs. The total program cost, and in most cases, living allowances, are provided by the federal government under the authority of the Adult Occupational Training Act. To qualify for federal training allowances under this program, a person must be one year past the school leaving age and have been out of school for at least one year. Individuals may also participate in this program as self-sponsored students. Training is available in three major areas: academic upgrading, language training, and skill training.

(a) Basic Training for Skill Development (BTSD)
In the academic upgrading courses training focuses on mathematics, science and improved use of language and communication skills.

English as a Second Language (EASL)
for those who cannot find employment due to language difficulties, assistance is offered in the form of courses in English (or French) as a second language.

(c) Skill Development
Training and retraining are offered in occupational skills for which there is judged to be a demand. The variety of skills imparted here range from appliance servicing to shipyard welding; from camera repair to electrical drafting. Programs may vary in length from 6 to 52 weeks of full-time and part-time attendance.

Of the 4,258,739 Full-time Trainee Days registered in 1972/73, 36.8% were for academic upgrading; 23.8% for commercial training; 27.2% for skill development and 12.2% for language training. For the 128,761 Part-time Trainee Days the corresponding frequencies were 20.8%; 12.9% 11.9%; and 54.4%.

4. Training in Business and Industry (TIBI)

518. TIBI is a co-operative program involving employer, employee and government. The objective of the program is to assist those currently employed to upgrade their vocational and academic skills. Training needs are evaluated by CAAT personnel and after suitable training curricula have been developed, the support and resources of the colleges are offered to eligible employers. During 1973/74 there were approximately 55,000 participants in the program.

5. Short-term Training in Industry - STIT (Canada Manpower Industrial Training Program - CMITP)[34]

519. STIT is a federal/provincial program for the direct provision of training assistance to employers in need of staff training or upgrading services. Such assistance may be required to offset the effects of technological change or staff turnovers, or to meet the training requirements of expanding companies. The goal of the program is to provide short-term skill training with an occupational objective in an industrial setting. Training assistance in the form of individually-tailored training programs (provided by the province) and financial support (provided by the federal government) is available to employers for an almost unlimited range of skills and occupations in business and industry. Training may range in duration from 6 weeks to 52 weeks (or 1,820 hours) of training. Over 5,000 individual projects involving from 1 to 30 trainees each were developed during fiscal 1973/74 resulting in registration of 13,830 trainees. In most instances, the facilities and equipment of the companies involved were used for training purposes. All administrative costs incurred by Ontario are fully recoverable from the federal government.

6. Modular Training

520. Modular training is particularly in keeping with the province's emphasis on providing post-secondary opportunities at the individual level since its key characteristic is flexibility, not only in educational terms but also in occupational choice. The Task Force on Industrial Training has outlined two major characteristics which distinguish Ontario's system from that of other jurisdictions. In the first place, the MTB has developed a set of general principles by which the number of topics in a course may be determined. The courses may then either be organized into individual programs of study and/or made available to clients on an individual basis.

> In terms of training, this generalized set of principles states in effect, that the design of a given program of studies is simpler and more precise if:
> (a) The trainee has at his disposal a catalogue of readily available courses, each of which provides a single skill or simple set of skills within the program of studies being designed;
> (b) each entry in this catalogue corresponds to a course outline available on a short-order basis from some supplier;
> (c) The catalogue has a supplement containing instructions on combining these various short courses to produce different kinds of programs;
> (d) Each course comes from the supplier with an instruction guide which provides details for its initiation and testing as part of a program of study.
> .....A second distinguishing characteristic is the Ontario modular system's aim to meet newly developing training requirements from stock. In effect the MTB offers a curriculum supply and implementation service rather than a general technical and resource service.[35]

Thus ideally, the system's flexibility is manifested not only in its individual 'fit' but also in its responsiveness to change in training needs.

7. Private Vocational Schools

521. The "Directory of Registered Private Vocational Schools" issued by MCU in 1974 lists 79 private schools which are identified as offering (a partial listing only) 64 kinds of courses through correspondence or residential programs. The subject areas showing the heaviest concentration of schools are business administration, electronics and secretarial training. There has been a decline in the number of schools and courses offered since the institution of the CAAT system due partly to the latter's relationship with AOTA trainees and partly to more stringent supervision and interpretation of the Regulations since 1968. However, a reversal of this trend is expected because of the increased number of subject areas in which courses

may be offered since the adoption of the Canadian Classification and Dictionary of Occupations. The 1973/74 annual enrolment was 11,790 in resident courses and 9,962 in correspondence courses.

C. Provincial Policy

522. The formulation of coherent, integrated policy in the manpower area is a new undertaking for the province dating only from the formal institution of the Ontario Manpower Co-ordinating Committee early in 1974. It is incumbent here to make clear the distinction between manpower policy and manpower training policy as they are discussed below. Many of the objectives and programs of the former fall mainly under federal jurisdiction while in the latter case Ontario makes a case for provincial participation being productive in setting objectives. Manpower training policy is only one of the several components of manpower policy. The final section of this chapter outlines issues, the consideration and resolution of which Ontario feels to be fundamental to its policy concerns and to its relations with the federal government.

1. Manpower Policy

523. Federal manpower policy in addition to training, encompasses such programs as mobility assistance, vocational counselling and rehabilitation, labour market information and immigration services. The Economic Council of Canada has characterized the particular objectives of manpower policy as the achievement of growth, equity and stabilization while, at the same time, noting a tendency towards concentration on the primacy of the growth factor. With respect to varying responsibilities in the field of manpower policy, the federal government is clearly pre-eminent in the area of macroeconomic policy especially as it relates to employment. The provincial responsibility, on the other hand, lies not only in developing the provincial economy but also in education, labour legislation, income maintenance and related social services.

524. Since the announcement by the Premier of Ontario in June, 1972, of new economic policy initiatives, the provincial government has developed a general manpower policy position. The two principal factors involved are the need for greater co-ordination of effort among the ministries of the provincial government and the establishment of a firm and consistent relationship with the federal government. Ontario also recognizes a need to develop competency in program and policy evaluation and long-term analysis. The intent of the principal objective of Ontario's manpower policy is to give to equity, a weighting equal to that which Canada gives to growth. Ontario hopes to achieve this objective by adopting the position that manpower matters are a joint federal-provincial responsibility requiring that fully participatory consultation be established on a regular basis.

2. Manpower Training Policy

525. Recent initiatives regarding CMTP on the part of the federal government together with the province's receipt of several reports on occupational training (discussed in Chapter XIII) have turned the provincial government's attention to a consideration of its position on manpower training policy. The province notes three major principles as basic to its policy. These are:

- Ontario's obligation to provide training services capable of satisfying the personal needs of individuals and the economic needs of the province.
- the need to emphasize participation at the local level in decision making.
- recognition of the need for a unified approach to manpower training which would embrace both institutional and industrial training systems.

These first two principles, individual needs and local participation, appear consistently in policy statements related to post-secondary education. The third is implicitly expressed in the structural organization of MCU since both the institutional mode (College Affairs) and the industrial (Manpower Training) co-exist as branches of the one Division.

3. Basic Issues

526. Most of the issues facing Ontario in the determination of manpower-related policies have been discussed in the preceding two sections. They can be reduced to three fundamental problem areas with which planners must grapple. These are:

- the social development vs. economic growth argument. In its Manpower Training Policy, Ontario emphasizes the former position while in its Manpower Policy, it tries to make both positions equivalent.
- the public sector vs. the private sector. In this dichotomy, Ontario appears to be attempting to strengthen the position of the private sector by means of the Private Vocational Schools Act and through consideration of employer-centred training.
- the interrelated issues of skill-training vs. academic upgrading and training vs. welfare assistance. Recent problems in program implementation have brought into question the social purposes of retraining.

CHAPTER X11

NON-FORMAL LEARNING AND CULTURAL ENRICHMENT

A. Government Organization

527. The Government of Ontario has traditionally supported non-formal learning through its numerous discrete and semi-autonomous cultural agencies. When COGP assigned the agencies to the Ministry of Colleges and Universities, a Cultural Affairs Division was created as the third major program division within the Ministry. On December 17, 1974, Bill 180 "An Act to establish the Ministry of Culture and Recreation" received first reading. One of the major components of this new Ministry will be the Cultural Affairs Division described here.

1. Cultural Affairs Division

528. The Cultural Affairs Division was formed in February, 1973 to provide leadership and direction for the diverse cultural, educational and recreational agencies and programs relating to the Ministry of Colleges and Universities. Its major concern is the development and utilization of such resources (and related facilities) throughout the province while recognizing that the stimulus for their development arises from public need. The Division's main responsibilities lie in administering its own programs, co-ordinating the cultural programs of other ministries, developing policy, and obtaining, co-ordinating and presenting the budgets and multi-year plans of the eleven cultural agencies which report through the Ministry. The Division fulfills these responsibilities through its three operational branches. The accompanying chart outlines the organizational framework of the Division.

2. Cultural Agencies

529. The eleven agencies were placed within the sphere of the Ministry of Colleges and Universities as a result of a recommendation from the Committee on Government Productivity:

> The primary objectives in their placement would be to facilitate the political control of their policies and to integrate the agencies for policy-making purposes with related ministries.36

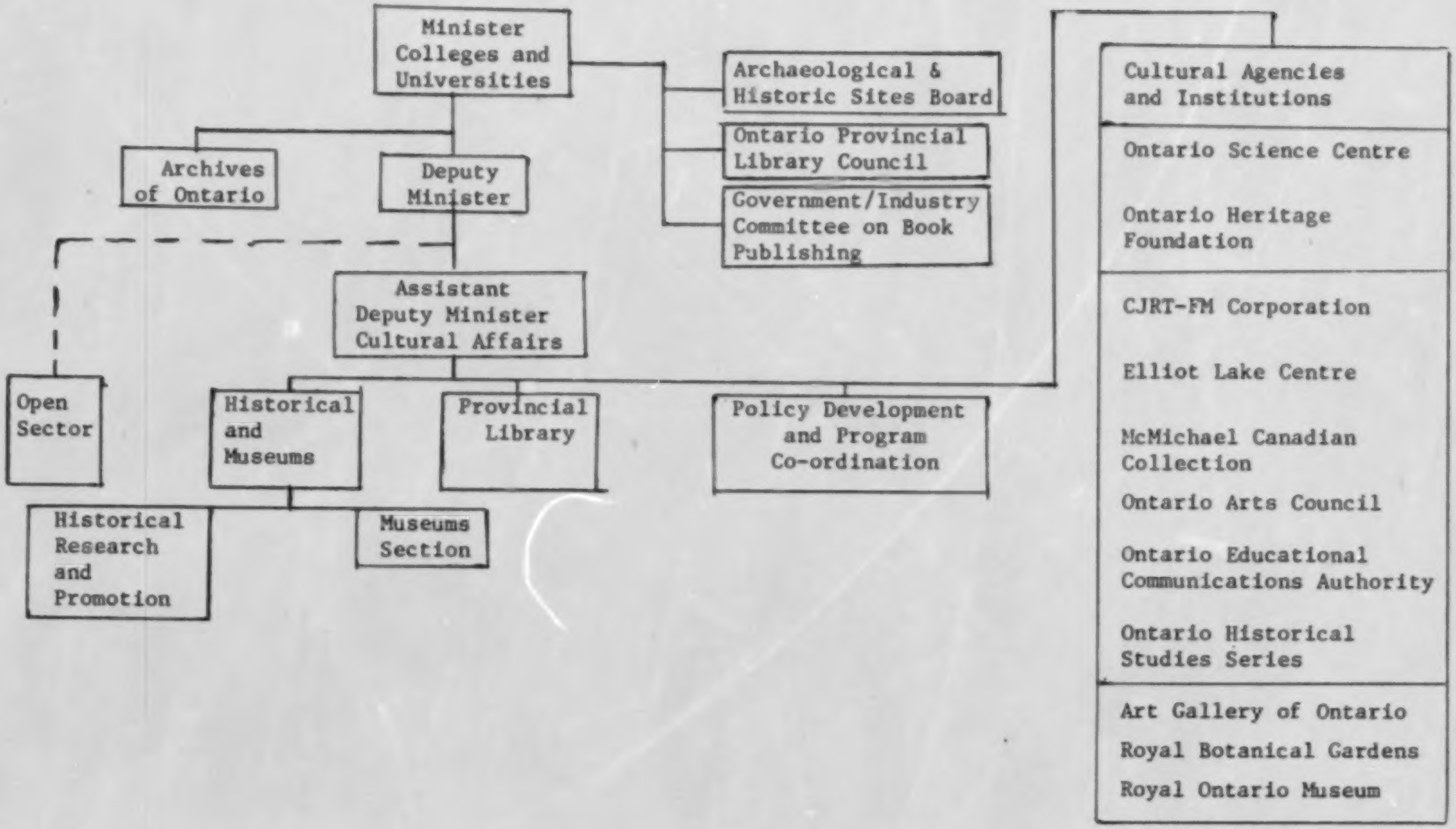
These cultural organizations have diverse origins, formats and functions. For the purposes of this review, they have been grouped according to their major orientation: the historical, described in conjunction with the

FIGURE 8

CULTURAL AFFAIRS DIVISION,

MINISTRY OF COLLEGES AND UNIVERSITIES

STRUCTURAL ORGANIZATION


Minister Colleges and Universities
Archaeological & Historic Sites Board
Ontario Provincial Library Council
Government/Industry Committee on Book Publishing
Archives of Ontario
Deputy Minister
Assistant Deputy Minister Cultural Affairs
Open Sector
Historical and Museums
Provincial Library
Policy Development and Program Co-ordination
Historical Research and Promotion
Museums Section
Cultural Agencies and Institutions
Ontario Science Centre
Ontario Heritage Foundation
CJRT-FM Corporation
Elliot Lake Centre
McMichael Canadian Collection
Ontario Arts Council
Ontario Educational Communications Authority
Ontario Historical Studies Series
Art Gallery of Ontario
Royal Botanical Gardens
Royal Ontario Museum

Historical Heritage section; the exhibition, described in conjunction with the Museums section; and continuing education, described in Section B, Open Sector Activities. With reference to the preceding Organizational Chart, the agencies have been grouped according to the nature of the relationship between them and the Ministry.

530. The first two, the Ontario Heritage Foundation and the Ontario Science Centre, are regarded as direct extensions of the Ministry in that they are subject to all normal government financial controls and their employees are civil servants.

531. The members of the next group, comprising CJRT-FM Corporation, the Elliot Lake Centre for Continuing Education, the McMichael Canadian Collection, the Ontario Arts Council, the Ontario Educational Communications Authority, and the Ontario Historical Studies Series are all heavily dependent on the government for the provision of funds.[37] With regard to policy, however, they all have Boards of Governors or Trustees who determine programs, complement and expenditures. Accountability to the Province is, in most cases, limited to the submission of Annual Reports, Multi-Year Plans and Annual Estimates. MCU has, in turn, to report to the annual exercise of the Estimates Debate and to the Public Accounts Committee of the Legislative Assembly.

532. In the third category are those institutions which, for historical reasons, are clearly autonomous and, financing apart, are relatively independent. These are the Art Gallery of Ontario, the Royal Botanical Gardens and the Royal Ontario Museum. Their internal allocation of operating funds is not monitored other than on a review basis of budget submissions. However, their work may be the subject of discussion at the Estimate Debates. In summary, then, the Cultural Affairs Division provides leadership, direction and a means of co-operation for the relatively large number of cultural agencies and institutions which are now the responsibility of the Ministry of Colleges and Universities.

3. Historical Heritage

533. Those government activities within the Cultural Affairs Division relevant to the preservation of Ontario's heritage and the conservation of its historical and archaeological resources are co-ordinated through the Historical and Museums Branch, and the Ontario Heritage Foundation. The Branch relies to a great extent on the recommendations of its advisory body, the Archaeological and Historic Sites Board, and the Foundation its Board of Directors, in policy matters and implementation of appropriate

programs. Other agencies and groups with related objectives are: the Archives of Ontario; the Interim Architectural Advisory Committee; the John Graves Simcoe Memorial Foundation; and the Ontario Historical Studies Series. A new, comprehensive Bill, entitled "An Act to provide for the Conservation, Protection and Preservation of the Heritage of Ontario" is presently being considered by the Legislature. This legislation will draw together the major heritage activities within the framework of a greatly expanded Ontario Heritage Foundation, and provide the legislative authority for widespread architectural and archaeological conservation activities.

4. Museums

534. In any discussion of museums and galleries in Ontario two levels should be recognized: that of local and/or regional institutions, and that of the institutions and/or organizations having province-wide objectives.

Local Museums

Assistance to local museums, financial and technical, is administered through the Museums Section of the Historical and Museums Branch. Approximately 180 such institutions will receive operating grants in the Fiscal Year 1974-75. Other types of grants available to non-commercial museums are: Establishment Grants (once only) up to a maximum of $5,000 and on a matching basis; and Development Grants (once every 5 years) up to a maximum of $5,000 on a matching basis.

The Operating Grants are paid on a matching basis with the revenues a museum has received in the previous year. They are calculated as follows:

- open to the public at least 1080 hours and at least 180 days of the year (including a minimum of 20 days in each of eight months) up to $4,000
  plus the lesser of $2,000 or 1/3 of each curator's annual salary;

- open to the public 360 or more hours and 60 or more days - up to $2,500
  plus the lesser of $1,500 or 1/3 of each curator's annual salary.

By using this method most museums will:

- qualify for the maximum grant payable;

- operate in a businesslike manner whereby good programs support increased grants, which in turn encourages efficiency at the administrative and governing levels

- encourage local initiative in terms of fund-raising activities, revenue-producing programs, etc.

535. In addition to the normal on-going financial support program, MCU has made special grants to the Ontario Museum Association in order to establish a permanent secretariat and office; a communications network; an Ontario index of artifacts; and a program for the training and co-ordinating of teams of registrars to assist in cataloguing the holdings of all museums in Ontario. The Museums Section also has a small staff of professional Advisers whose primary duty is to provide wide-ranging technical assistance to all local and/or regional museums in Ontario.

As the Honourable Jack McNie noted in 1973 when announcing considerable increases in museum grants, he

> "...hoped by this means to encourage greater use of these museums - particularly as an educational resource."[38]

536. Provincial Institutions. Five major institutions have been developed with the aim of providing repositories of province-wide importance. These are the Art Gallery of Ontario; the McMichael Canadian Collection; the Ontario Science Centre; the Royal Botanical Gardens; and the Royal Ontario Museum. Three of these facilities are located in Toronto. The McMichael Collection is located within 20 miles of the provincial capital and the Royal Botanical Gardens are situated in Hamilton.

5. Provincial Library Service Branch

537. The Provincial Library Service was transferred from the Department of Education to MCU under the major re-organizations in 1972. Under the Public Libraries Act, the Minister is advised by the 23 member Ontario Provincial Library Council which has the duty of making "recommendations to the Minister with respect to the development and co-ordination of library service in Ontario".[39] The Branch is concerned with encouraging the cultural life of communities and providing educational information services by supporting the development of public libraries. This is accomplished through financial aid (in the form of per capita and area-formula grants to public library boards), advisory assistance, statistical measurement, seminars, educational programs, and services including the publication of the Ontario Library Review and In Review: Canadian Books For Children. Branch objectives are to improve the efficiency and co-ordination of public libraries, establish public library service for all residents of Ontario, and encourage public library development within a broader context including museums and art galleries. The program is carried out with a small central staff and with a larger number of employees of the 14 regional library systems which blanket Ontario and are governed by independent boards under The Public Libraries Act. There are 390 public library boards established by municipalities and counties, and they serve over 800 library service points in the province.

6. Other Ministries

538. No fewer than six ministries of the Ontario Government are involved in what could be termed "cultural programs". They are the Ministries of Agriculture and Food, Colleges and Universities, Community and Social Services,

Education, Industry and Tourism, and Natural Resources. Since the primary government responsibility for cultural programming lies with the Ministry of Colleges and Universities, a Task Force for Cultural Programme Co-ordination was established by that Ministry to recommend appropriate arrangements for the discharge of its co-ordinating responsibility. As the Report of the Task Force notes;

> In such areas as funding arrangements, programme purpose and content, client groups affected, resources employed, etc., there was clearly a need for some practical mechanism to ensure appropriate ongoing co-ordination.[40]

Its recommendations have led to:

- the preparation of an Inventory of Cultural Activities
- the formation of an Interministerial Cultural Coordinating Committee
- the establishment of the Cultural Policy Development and Co-ordination Branch
- the institution of regular consultations among all program officials involved with cultural activities.

The institution of these practices has prepared the ground for the development of a general cultural policy for Ontario.

539. Co-ordination of the interministry effort is ensured through the efforts of the Interministerial Cultural Co-ordinating Committee (ICCC). Consisting of senior personnel from the six ministries involved in cultural programming, the Committee is responsible for ensuring direct and ongoing contacts between senior program officials in the ministries, preparing analyses of funding arrangements, inter-relationships of programs, and ensuring liaison between the ICCC and other committees involved with cultural matters. The ICCC will:

> ....provide a valuable forum for discussion of changing co-ordination needs and the ad hoc devising of mechanisms for meeting those needs. It will enable each participant to keep up to date on the ever-changing pattern of cultural programmes and activities which, as we have seen, are often so closely interrelated.[41]

B. Open Sector Activities

540. The concept of the Open Sector was introduced in the Draft Report of the Commission on Post-Secondary Education where it was defined as comprising

"all those institutions that now provide informal education such as libraries, museums, theatres and art galleries." It also embraces the programs of agencies with functions that vary from ETV production to the funding of arts groups. The concept has been further expanded to include all those general interest courses, both credit and non-credit, offered within institutional settings. In effect it covers the total spectrum of non-formal learning experiences with which self-motivated learners involve themselves. As J. Gordon Parr, Deputy Minister of Colleges and Universities, notes, the key concept is flexibility:

> ....The open sector is a living thing, moving with need and demand varying from one locality to another, catering to different sorts of people. Its resources vary too. Some places have access to university or college facilities; others have lively courses at the "Y"; others, again use the resource of the open country....[42]

1. Continuing Education in The Institutional Setting

541. Enrolment in general-interest courses offered by universities and colleges is growing rapidly. Most university courses in continuing education are for students working part-time towards a degree since the government does not fund non-credit courses. On the other hand, both credit and non-credit courses provided by the colleges receive partial support. Mention should be made here fo the Elliot Lake Centre for Continuing Education, a facility which serves the residential educational needs of the community at large and of Northern Ontario in particular.

2. Broadcast Facilities

542. There are currently two facilities, one television and one radio, funded by the government of Ontario for the purposes of educational broadcasting. They are the Ontario Educational Communications Authority and the recently authorized CJRT-FM Corporation.

Ontario Educational Communications Authority (OECA)

The Ontario Educational Communications Authority is an autonomous Ontario Crown Corporation formed by an act of the Provincial Legislature in 1970 with the overall objective of providing "opportunities for learning and growth to all citizens of Ontario."

The functions of OECA cover two broad areas of responsibility. For the school system it produces educational programs and provides related services and for the cultural resources area it produces programs for the benefit of pre-school children and their parents; post-secondary students; and the general public.

The cost of services to the school system is borne by the Ministry of Education, that of post-secondary programming by the Ministry of Colleges and Universities which also funds capital expenditures.

Currently OECA provides direct service only in the Toronto area. Completion of the first part of a two phase expansion will see direct service to Ottawa and four centres in Southwest Ontario operational by 1976. Phase III will extend direct service to 4 major centres in Eastern Ontario as well as providing line service from Sudbury and Thunder Bay to seven population centres in Northern Ontario. Completion of the program is expected by 1981.

543. CJRT-FM Corporation. The Open College, started by Ryerson Polytechnical Institute in 1971, offers degree-level, off-campus, credit courses through a mix of radio, correspondence, television and study weekends. An interim advisory board was established (April 4, 1974) to help inaugurate the affairs of CJRT-FM Corporation through which the continuation of community-oriented, cultural broadcasting facility in the Open College format is to be ensured. Ryerson still holds the broadcast licence.

3. Grants to the Arts[43]

544. Government support of the arts is accomplished through the Ontario Arts Council and, to support capital projects, through MCU's Grants for Cultural Support.

Ontario Arts Council

The Ontario Arts Council is an independent agency of the Ontario Government created by Bill #162 of the 26th Legislature in 1963. The Council, consisting of twelve members appointed by the government and serving without pay, meets regularly to formulate policy and help establish priorities. For its first nine years, the Council received an annual subvention from the Ministry of Education; in April 1972, it joined the Ministry of Colleges and Universities. According to Bill #162, the Council is expected "to promote the study and enjoyment of, and the production of works of art." 44

Four categories of grants are made to performing groups, creative artists and art service organizations. These are, operating grants to organizations; creativity grants to individuals; arts in education grants; and grants in support of service projects. In addition the Arts Council advises and consults with members of the arts community, develops projects aimed at promoting and developing the arts and the public interest in them throughout the province. The Council collaborates with similar-minded bodies or other levels of government and encourages support for the arts in many ways. All grants and awards are decided by the Council in response to direct application from individuals and organizations actively engaged (and usually on a professional basis) in the creative and performing arts.

545. Grants for Cultural Support. Financial allocations under this program are intended as seed money to indicate the commitment of the Province to the encouragement of cultural activities by establishing and improving the facilities which house them.

4. Outreach Ontario

546. The program "Outreach Ontario" is intended to increase access to the province's cultural resources. Traditionally, many such resources have been located in Ontario's most heavily populated areas. It is designed to encourage the co-operation among cultural organizations and institutions which will broaden citizen participation. Outreach Ontario funds are made available to expand the extension programs of specific cultural institutions; to encourage public libraries to bring in creative and performing artists and craftsmen; and to improve collections of Canadian books. The program encourages cultural agencies to respond to local initiatives in communities throughout Ontario.

C. Government Policy

547. The problem of policy development in relation to cultural resources is only as recent as the creation of the Cultural Affairs Division in 1973. (Policy-making is, of course, a prerogative of Cabinet). Before that time government responsibilities were spread amongst a variety of semi-autonomous organizations and throughout several departments. Since then, the Cultural Policy Development and Co-ordination Branch has been created and certain principles basic to the formulation of cultural policy enunciated. Furthermore it has become apparent from the actions of the government, that the stated goals of co-ordination, decentralization and accessibility are also being pursued in the cultural sector. In addition, the expansion of activities and funds, not apparent in other sectors, has been given high priority.

1. Policy Formulation

548. In July, 1974, MCU announced the formation of a third branch within the Cultural Affairs Division, the Cultural Policy Development and

Co-ordination Branch. Some of its functions are to:

- co-ordinate the development of cultural policy designed to promote accessibility, diffusion and participation
- identify development plans and areas of cultural concern in consultation with other officials within the Ministry, its agencies, institutions and corporations, the Federal Government, other ministries and municipalities, etc.
- negotiate and identify the extent of possible provincial involvement in various co-operative ventures
- promote co-operation and co-ordination of provincial cultural activities.

549. The following principles have been outlined to guide the development of policy and program. In as much as the Cultural Affairs Division is the focus of government cultural activity, it has been charged with the responsibility of ensuring that cultural development is both creative and participatory; being responsive to individual and/or group initiatives without becoming the focus of cultural decision-making; emphasizing creative activities and fostering the development of individual creative and performing artists; and, using the broadest possible range of cultural media in the area of cultural preservation. In addition, accessibility to cultural enrichment is to be broadened and ensured by:

> ". encouraging creative and artistic experience/involvement for the individual in the education system;
>
> . fostering cultural development in communities outside the large urban areas;
>
> . encouraging a greater exchange of cultural resources both intra-provincially, inter-provincially and internationally;
>
> . ensuring that communities and individuals with limited resources benefit fully from efforts made in the areas mentioned above."[45]

2. Decentralization

550. Prior to the seventies, provincial cultural facilities were concentrated in the area of Metropolitan Toronto. Since the reorganization of MCU, the government has made a concerted effort to strengthen cultural resources throughout the province. The 1972-3 Estimates Vote for local and Regional Organizations, for example, was $9,396,500 as opposed to

$16,116,000 for Provincial Institutions and Organizations - a difference of $6.72 million. In the 1973-74 Estimates these votes were $14,714,900 and $18,911,8-0 respectively - a difference of only $4.2 million. Both museums and public libraries across Ontario are benefiting from increased government assistance in both financial and technical matters. Grants to Local Museums rose 238% between 1973-4 and 1974-5. Grants to Regional Libraries rose $.05 (to $.45) per capita and to County and Local Libraries $.15 (to $1.50) per capita.

551. AGO, ROM and the Ontario Arts Council have all developed extension programs planned on a regional basis. The Council for example is introducing a system of local community "correspondents" who live and work in the towns served and involved in the local arts programs. The role of "Outreach Ontario" in stimulating community participation was discussed earlier. OECA maintains five Regional Councils (Northwestern, Northeastern, Eastern, South Central and Southwestern) of 15 members each to advise the Board of Directors on the particular needs and attitudes of their respective regions. Under the phased expansion program already described, OECA will have 19 broadcast points in operation by 1981. As the Minister noted:

> We are all making a conscious and continuing effort to develop ways of decentralizing Ontario's cultural resources to enable the maximum number of people from all areas of the Province to benefit from them.[46]

3. Provisions for Bilingualism

552. As with other sectors of post-secondary education, the bilingual aspect of cultural affairs has been subject to public scrutiny by a government appointed commission - the Comité Franco-ontarien d'Enquête Culturelle - which reported in 1968. Among its recommendations relevant to this enquiry are those directed to the Ontario Arts Council and to libraries, art galleries and other services. The Arts Council has responded by creating a Franco-Ontarian Office to provide consultation, research, animation, development and granting in all artistic disciplines specifically for the Franco-Ontarian community. The mandate of OECA stipulates that the authority must broadcast to the francophone community. It allots 10% of the production credits to fulfilling this goal by producing and buying programs in French. The recommendations of the Committee with regard to public libraries have also received recognition in that the province makes special grants to Regional Boards for upgrading the calibre of French language book stocks ($.40 per capita in 1974-75).

553. The broadening of the Ministry's responsibilities to cover a wide post-secondary spectrum has been reflected in the government's intentions

towards francophones of all ages.

> Tandis que nous travaillons, avec le gouvernement fédéral, à l'établissement d'installations et de programmes à l'intention des francophones, nous devons nous assurer aussi que ces installations et programmes desservent tous ces groupes, qu'ils desservent la totalité de la collectivité francophone et non pas seulement le groupe traditionnel des jeunes étudiants.[47]

The appointment in September, 1974, of the Advisory Council on Franco-Ontarian Affairs is a further step towards meeting the needs and aspirations of Franco-Ontarians.

4. Expansion and Enrichment

554. The government's intention of expanding and enriching cultural facilities and resources throughout Ontario is proven by its provision of funding to public libraries and museums; by the introduction of its new program for architectural/historical building conservancy; and by its commitment ($1.07 million in its first year) to the successful implementation of "Outreach Ontario". All of these activities are designed to expand, and at the same time, to enrich the cultural affairs network throughout Ontario. Their existence

> ...provide(s) ample evidence of the guiding principles which have governed our approach to the whole area of cultural affairs in Ontario. That approach is to create a framework within which artistic excellence can be attained, cultural initiatives can flourish and receive support throughout the Province and a rich cultural life can be enjoyed not only in major urban centres but by citizens in all parts of Ontario.[48]

5. Funding

555. Support for cultural development in the province is provided through the Cultural and General Education Program of the Ministry's budget. The amount granted has risen from $29.2 million in 1972-73 to an estimated $51.5 million in 1974-75. There is a great diversity of funding methods through which the constituents of the Cultural Affairs Division are supported.

Some programs, such as those relating to libraries and local museums, are funded on a formula basis. Most of the cultural agencies, on the other hand, control expenditure through their Boards. Still others are funded on a review basis, their budget submissions being subject to review and recommendation by OCUA. The Cultural Affairs Division is currently developing a conceptual framework which will provide for the equitable allocation of resources among its various agencies, institutions and programs.

CHAPTER XIII

MAJOR ISSUES AND TRENDS IN POST-SECONDARY EDUCATION

556. Past and future are separated by reform, abrupt change and even by revolution. Any sense of continuity is imposed by the retrospect of history. The reviewer of post-secondary education one hundred years hence will probably place the developments of the period 1975/1985 within a gentle continuum; but we who do not know 1985 feel that we are involved in dramatic change.

557. Portents of change are embraced within the following issues. All of them are debatable; but all are current in any lively discussion of post-secondary education.

- The extent to which opportunities for educational improvement rest foursquare upon an institutional framework.
- A reassessment of the "work-ethic" in society which may be inferred from such current manifestations as questioning the ideals of the consumer society; disillusionment with 'system'; and the small but significant resurgence of interest in simple, manual crafts and the influence of non-Christian, introspective ideals.
- The credibility of credentials as the most appropriate and suitable measure for employment in an increasingly literate society.
- The growing chasm between "learning", a peculiarly human pursuit, and the imposed professional service of "education".
- The problem of providing, for those who enter formal courses of post-secondary education late in life, opportunities which equal those offered students entering directly from secondary school.
- The seeming conundrum posed by the public accountability of autonomous institutions.
- Conflicts within the universities arising from concern and confusion over academic integrity and relevance; the democratic process and excellence; public and private accountability in research; and the purpose of graduate studies.
- The uncertain role of the CAATs within the context of growing community participation in the many resources of post-compulsory education.
- The extent and kind of influence imposed by the federal presence on post-secondary education through manpower training programs, support to "cultural" endeavours, research funding and the informally educative projects sponsored by LIP and similar grants.

A single ministry of government is not in a position to come to grips with these issues in the way in which they have just been categorized. However, they underlie a development of policy under more acceptable headings, with which this Chapter will now deal. At the outset, however, it is appropriate to summarize the work of several recent Committees whose recommendations were directed towards, or have a direct bearing upon, post-secondary education.

A. Recommendations for Reform

558. Because the Department of University Affairs was a recent creation which until 1971 remained relatively small, the government did not develop a cadre of post-secondary planners or policy analysts until well into the seventies. Thus the impetus for reform in the Ontario system of higher education has usually come from independent commissions (or committees) of inquiry. The conduct of such inquiries relies heavily on input from the citizens of the province. The Commission on Post-Secondary Education in Ontario, for example, received a total of 742 briefs and conducted 38 public hearings between 1969 and 1972. The following section describes the five reports which are currently before the government. It is important to appreciate that a major problem in any independent inquiry system is that recommendations may be acceptable only to the extent that they can be integrated with the policy framework and budgetary constraints of government.

1. The Commission on Post-Secondary Education in Ontario (COPSE)

559. The formation of the Commission was intended to provide forward planning for the development of all post-secondary education in the province. It was the first committee of inquiry to undertake the task on such a wide-ranging scale. The proposed formation and functions of the Commission had been announced in the Legislature as early as June, 1967, although the members were not named until April, 1969. Originally eleven members were appointed. The later addition of two student members brought the final total to thirteen. The Chairman was Dr. Douglas T. Wright who, at the time of appointment, was also Chairman of the Committee on University Affairs. The major responsibility of the COPSE was:

> To consider, in the light of present provisions for university and other post-secondary education in Ontario, the pattern necessary to ensure the future effective development of post-secondary education in the Province during the period to 1980, and in general terms to 1990, and make recommendations thereon.[49]

In addition to a number of particular concerns to be studied, the Terms of Reference directed the Commission to invite written briefs, hold public hearings and publish draft studies designed to generate public discussion.

A final report, The Learning Society, was presented in December, 1972. The 126 recommendations contained in the report reflect principles described in the text. The major theme underlying The Learning Society is that post-secondary resources should be made more available and more accessible. This ideal would be accomplished by enlarging the programs and deliveries from colleges and universities and by expanding alternatives to formal post-secondary education while ensuring the recognition (through certification) of learning acquired in any setting.

560. The response of government to the Commission's recommendations continues. Initiatives for change have been inaugurated in the following categories:

> Recurrent Education. While respecting the independence of the institutions, the government has improved the revenue generated by part-time students at universities by adjusting the formula and has provided special support for institutions offering courses in remote areas.

561. Entry to the Manpower Market. The Report recommends the development of "a provincial manpower policy that is compatible with those developed by the Federal Government and by other provincial governments". Such a policy has now been drafted in Ontario (see Chapter XI). The Report's recommendations regarding in-service training, retraining and pretraining and the integration of theory and practice are substantially in effect. Their success depends in large measure upon the co-operation of employers.

562. The Open Sector and the Open Academy. The resources of the Open Sector are to be found in such non-formal institutions of learning as libraries, galleries and museums. Programs of study conducted outside institutions were to be certified by the Open Academy. Government response to the COPSE Report has perhaps been greatest in this area. Funding to all cultural agencies has been increased substantially. Innovative methods of implementation such as co-operative programs (the Brantford Consortium) and radio programming (CJRT) are being supported.

563. Minority Groups and Discrimination. COPSE called for more concern and action to ensure equitable treatment for women, native peoples and Franco-Ontarians in the post-secondary system. MCU has appointed a Francophone and Native Affairs Co-ordinator who has organized seminars and meetings with the two groups to ascertain their response to the COPSE recommendations. The Ministry has also made supplementary grants for library acquisitions in French. A task force has been formed to explore the needs of Indians in Ontario. MCU is conducting a study of the position of women in the institutions and agencies for which it has a responsibility.

564. Financing. The recommendations of the Commission in this area were explained in Chapter IX. While the implications of the COPSE position are still under review, the Ministry has introduced some measures which respond to the Report, either specifically or in spirit. These include the extension of full formula funding to church-related institutions; the inclusion of theology students under OSAP; recognition of excellence in the graduate scholarship program; and the introduction of programs for such students as do not currently qualify for assistance under OSAP.

565. Structure. The structure recommended by the Commission gave executive powers to the "buffer" Councils associated with the three post-secondary sectors allowing them to distribute funds and "plan and co-ordinate" the work of the institutions. This format has not been found acceptable by government and the newly appointed Ontario Council on University Affairs acts solely as an advisory body. The Commission's work initiated new thinking and new directions in the province and many recent government actions go towards implementing its ideals.

2. The Dupré Report: Federalism and Policy Development: The Case of Adult Occupational Training in Ontario.

566. This report is a research project carried out under the auspices of the Centres for Industrial Relations and for Urban and Community Studies (University of Toronto) by J. Stefan Dupré, David Cameron, Graeme McKechnie and Theodore Rotenberg. It was financed by the Ministries of Education and Labour, and its publication was subsidized by the Ministry of Colleges and Universities. The research, carried out between 1969 and 1972, analyses policy making and promotion within a two-tier government system, taking as a specific example adult training in Ontario. The authors conclude that the basic problem is one of professional and jurisdictional conflict: that is, provincial educators versus federal economists. Difficulties in the areas of placement, counselling and training services might be resolved if:

- the selling of institutional training were to be conducted in an open market;
- the divided jurisdictions were breached by assigning authority for adult training to economists and administrative generalists--a group common to both tiers;
- a provincial manpower placement service, (in the form of Ontario Manpower Centres), was to specialize in individual counselling training and placement, thereby freeing the federal placement service (in the form of Canada Manpower Centres) to concentrate on gathering and disseminating labour market information.

Negotiations between the two governments on adult occupational training continue.

3. Task Force on Industrial Training (The Dymond Report)

567. The Task Force was established in October, 1970, by the Ministry of Labour, as a step towards developing an industrial training act that would provide the legislative basis for formulating comprehensive policies to allow the rational development of manpower and industrial training. The Task Force had six members and was chaired by Dr. W. R. Dymond. Most of the eleven clauses in the Terms of Reference relate to the development of training-in-industry. The major terms specified were to study:

- the relative responsibilities of government and industry for the development of the skills of the Ontario labour force;
- the various financial provisions that may be made for training-in-industry, and their implications for the scope and volume of skill development in the Ontario labour force;[50]

The Report, emphasizes the concept of employer-centred training (that is, training conducted by employers either for their own employees or for other individuals) as an option to institution-centred training or co-operative employer-institution training.

568. The intent of the 48 recommendations is to reorganize government administration of industrial training; to modernize approaches to trades training; and to co-ordinate training programs throughout the province. All employer-centred training would be brought under the jurisdiction of an Employer-Centred Training Branch of the Ministry of Colleges and Universities. Employer-Centred Training Divisions would be established in all CAATs. However, responsibility for selection of trainees, training methods and curriculum would lie with the employer. Financial resources would be determined for each program area of the college system by the Ministry, but the CAATs would be individually responsible for allocating the resources allotted to them. In addition, the modular training system is to be promoted; compulsory certification of tradesmen withdrawn (except motive power trades); and the following groups to be constituted within the Ministry:

- Labour Market and Vocational Information Service;
- Training Methods Development Service;
- Vocational Counselling Service;
- Training Registry and Information Service.

Finally, there would be three types of advisory committee:

- Provincial Advisory Committees for each trade;

- Regional Apprenticeship Committees to replace the local advisory committees;
- Training Advisory Committees to review the admission standards and practices for each training program.

MCU has invited public response to the Report and is considering the briefs generated prior to acting upon the recommendations.

4. Committees of the Legislative Assembly

569. There are currently two parliamentary committees which have recently produced reports relevant to post-secondary education: the Select Committee on Economic and Cultural Nationalism appointed on December 17, 1971, and the Select Committee on the Utilization of Educational Facilities, which was also established on December 17, 1971.

> The Select Committee on Economic and Cultural Nationalism was appointed "to review the Report of the Interdepartmental Task Force on Foreign Investment and the current status of opinion and information on economic and cultural nationalism in Canada". In its Preliminary Report, published in 1972, the Committee, noting concern over the number of foreign nationals recruited by Ontario faculties, felt that an examination and airing of issues related to that concern would be in the public interest. The results of the examination were published in an Interim Report, Colleges and Universities in Ontario, in 1973. The Committee recommended discrimination in favour of hiring Canadians; more intensive development of graduate programs in order to enlarge the pool from which faculty members might be recruited; compulsory statistical reporting by universities; and the development of 'Canadian-content' programs, courses and materials. The most contentious recommendation (one from which four of the eleven members dissented) suggested the imposition of a quota system should the patterns of new faculty appointments over the next three years not show substantial progress towards greater participation by Canadian citizens and/or Canadian-trained teachers. The quotas, averaged over the subsequent seven years, would require that 80% of new appointments be Canadian citizens and that 70% be from Canadian-trained applicants.

570. The Select Committee on the Utilization of Educational Facilities was directed primarily to "inquire into the potentialities and possibilities for the increased use of educational facilities throughout Ontario at all levels, including post-secondary facilities". The Committee's Interim Report Number Three: Openness in Education was published in July, 1974. The Committee recommends the establishment by statute of the Open Educational System for Ontario (OESO) which would "serve the learning needs of those in Ontario who

are not presently served by the existing institutions, by providing educational opportunities for the students wherever they may be and in whatever forms are most relevant for their situations.[51] OESO would function through the Provincial Secretariat for Social Development as a central co-ordinating body providing educational opportunity by using community resources and facilities.

B. Formats for the Future

571. While there are substantial differences of opinion about the way in which the individual components of a future pattern are shaped and integrated, there is general agreement about the area which the pattern circumscribes. It must:

- provide opportunities for the development of skills;
- provide resources for improving the individual and collective quality of life;
- include the testing ground for new ideas, whether or not these appear to be consistent with popular opinion.

Within this area, the system must operate in a way which maximizes accessibility for the individual and is acceptably economical to the public. And it should be responsive to change by flexing to accommodate both the requirements of the "learner" and the needs of society while retaining its integrity.

1. The Emergent Pattern

572. The pattern which seems to be emerging in Ontario is not one that is designed and imposed by the Government, but is rather one which responds to public need and institutional integrity.

It includes:

- fifteen universities, funded currently to the extent of $484 million, whose objectives include those which are traditionally cherished by universities
- twenty-two colleges, whose principal functions are to provide career-oriented programs and to respond to community needs
- a multiplicity of manpower training programs, many of which depend upon the resources of the CAATs
- a system of 79 private vocational schools, the number of which is likely to increase with the new legislative provisions for 1975
- the ill-defined (and perhaps it should remain so) "open sector" which

incorporates the resources offered by libraries, galleries, museums, broadcasting, as well as more formal programs offered by universities, colleges, community and commercial agencies. If the open sector is expanded to its hazy limits, it also embraces the very informal learning opportunities which are presented by most human activities.

2. Trends Within Components

573. Within each component of the pattern just described, it is possible to identify factors which may bear upon the future development of institutions. For example, the development of the manpower training programs will depend largely upon the final interpretation of the Dymond Report, which, in turn, will be influenced by responses from interested people and the attitude of the Federal Government. For the sector of private vocational schools, the adoption of the trade definitions contained in the Canadian Classification and Dictionary of Occupations opens the way for the development of schools in new subject areas. The future of the schools could also be affected by changes in the AOTA agreements.

574. Any substantial change in the work of the CAATs depends upon the extent of their involvement with open sector activities. Their mandate could be interpreted to totally envelop it. As a Dissenting Opinion to the third Interim Report of the Select Committee on the Utilization of Educational Facilities notes: "The potential, therefore, to achieve openness has already been vested with the community colleges". However, any extension of college participation and activity depends upon the relationship with other agencies (including school boards, universities, libraries, etc.); funding; and the geography of the college region.

575. It is difficult, perhaps, and improper for a government ministry to predict the shape of the universities in the future complex of post-compulsory education. However, it is not unreasonable to suggest that, during the period of rapid expansion in the 1960's (which was encouraged by government) objectives, once definable, became concealed under the curve of exponential growth. While it is certain that the role of the university has changed, it is more difficult to be precise about the way in which it has changed. And while the university has commendably become more socially conscious, the question has to be asked whether the concept of excellence as a criterion of the university has become more widely established or whether it has been eroded. Economic constraints (which are so frequently the lever, however illogical) are pressing the universities into rethinking their role. And the future pattern of post-compulsory education will undoubtedly show a clearer component provided by the universities, one which, in all probability, will reflect a greater collaboration between them.

3. Post-Compulsory Resources and Regionalization

576. While there is no suggestion that the prospect is in the offing, it would be negligent to omit the possibilities offered by regionalisation of post-compulsory resources. Under such a scheme, it might be assumed that the Ministry would take a less direct hand in the operation of the colleges and the distribution of funds to institutions and agencies. Rather, the integrated needs of each region would be assessed, and within operating guidelines, operating funds to a region would be distributed (by regional decision) to the resources. The case for decentralization is frequently heard; and decentralization has been attempted and, in some cases, effected in other mandates, Yugoslavia, for example. The case can be plausibly made for decentralization in post-compulsory education.

C. Financing Post-Secondary Education

577. The total government expenditure (operating and capital costs) on institutional post-secondary education has risen from $82.5 millions in 1962 to a Budget Estimate of $768 millions in 1975/76. Changes in the per capita cost rose from $13 in 1962 to $101 in 1971. In terms of the gross provincial product, the percentage grew by one and one half points, from 0.5 in 1961/62 to 2.0 in 1971/72. The open-ended nature of the operating grants formula and the interim capital grants formula allowed uninhibited growth in colleges and universities. The universities set their own admission standards; the colleges are expected to accept students who are either suitably qualified or over 19 years old.

578. However, during the past three or four years, the following constraints sign a more controlled rate of expenditure:

- Imposition of a moratorium on capital funding
- Embargo on new graduate programs, pending ACAP assessment
- Smaller increases in the BIU
- Requirement of greater output from the existing 5 medical schools, rather than the establishment of a sixth
- Gradual elimination of revenue on behalf of new non-credit courses, at the CAATs.
- Introduction of slip-year financing which, while allowing a year's lead-time, acts also as a disincentive to rapid growth.

The inappropriateness of the formula became more apparent as the number of universities receiving non-formula grants rose, in 1974, from four to seven. And the announcement of operating grants for 1974/5 was accompanied by the request that OCUA develop the most equitable means of distribution. The fact that the overall increase in funds from the government (16.9% over the previous year) has been emphasized more than the increase in the BIU (7.4%) is a fair indication that government wishes the public to see the extent of total resources made available to the post-secondary institutions, that it expects comparatively small enrolment increases to incur less than proportionately increased costs, and that it believes further economies can be made in the system.

1. Competition for Public Funds

579. There are several levels, a hierarchy in fact, to the competition for funds. At the highest level, post-secondary policies compete for priority at the cabinet level. Within the Social Development Policy Field, the Ministry of Colleges and Universities must vie with the Ministries of Health, Community and Social Services, and Education. At the Ministry level, three divisions must be funded and priorities attached to the needs of Cultural Affairs, College Affairs and Manpower Training and University Affairs. In such an environment, it is essential that long-range plans for the development of the post-secondary system as a whole be drawn up, based on clearly articulated policy objectives. These objectives should deal with education as a whole and should relate it to the society in which it occurs.

2. Distribution of Public Funds

580. There are three characteristics usually identified as being crucial to the development of effective systems for allocating resources to post-secondary education. These are equity, efficiency and accountability.

- Equity. Public funds should be distributed equitably across the social strata and all sectors should benefit.
- Efficiency. The distribution system is seen to be efficient if it contributes towards achieving the social goals of post-secondary education.
- Accountability. Public interest in the uses to which public funds are put should be expected and encouraged.

A final consideration involves the development of post-compulsory education in the province. Certainly distribution systems for education of a recurrent nature will be complex. But the real issue is likely to arise in developing a system that will serve both formal and non-formal post-secondary education equitably especially in light of the fact that none of the informal kinds (open sector; recurrent) as yet occupies a well-defined position in Ontario's post-secondary spectrum.

3. Alternative Sources of Funding

581. Under the present system of formula-based grants, the institutions

receive 85% of their operating revenue from government, the remaining percentage comprising mostly student fees. Given the current constraints against increasing the level of government funding to post-secondary education, what alternative sources might be utilized? The options involve either increasing the percentage occupied by fees thereby placing more of the responsibility on the individual student or initiating private sector funding. The Commission on Post-Secondary Education seemed to opt for a combination of the two by recommending higher student fees (with a concomitant student support plan) as well as the separation of research from instructional costs. This latter action could logically lead, through the creation of competitive research institutes, to increased revenue.

582. Private sector funding may derive from two major sources: employer-centred training and support from industry. An example of the latter case is York University's launching of a fund-raising campaign. Alternatively, if the Ontario post-secondary system is to develop such indicators of the post-compulsory system as recurrent education then contributions from the industrial sector might be expected. The Report on the Task Force on Industrial Training suggests that training by employers which meets public training objectives is a feasible and desirable alternative to institutional training.

583. Funding the individual rather than the institution requires a comprehensive system of financial assistance which would enable the student to pay the higher fees engendered by the nature of such a method. The adoption of a contingency repayment scheme of assistance is often coupled with the concept of individual funding and has the benefit of lowering government cost when repayment is made. While funding via fees would present management difficulties it may embody the system most suited to promoting equal accessibility to all kinds of post-compulsory education. Individual funding may well prove desirable in that it may be adapted to all kinds of post-compulsory education from occupational training through institutional forms to open sector activities. Furthermore, it is congruent with an intermediate theoretical position for institutional funding described recently by Dr. J. Gordon Parr where

> ....a proportion of funding that is not based upon student numbers--perhaps it should depend upon the scholarship and research of the faculty; a proportion that is paid directly to the university dependent upon student enrolment and a substantial fee paid by the students.[52]

D. Increasing Accessibility in Ontario

584. The word accessibility, as applied to education, has many facets.

Beyond the provision of the facilities to which access may be gained, there are the connotations of 'choice' and 'opportunity' to be considered. Choice, as used here, implies the existence of a diversity of institutional formats among which the individual may choose. Opportunity, on the other hand, implies the provision of a climate, both social and physical, conducive to the individual's pursuit of his educational objective. And the provision of this climate is not properly a post-secondary concern since the decision to pursue is made very much earlier in life. How many and what kind of people are educated at the post-secondary level is, then, primarily a social problem. It is not just a problem of how much is earned by an individual's parents but also of where that individual lives in Ontario; what language is spoken at home; and of how old or of what sex the individual is.

1. Financial Accessibility

585. Without evidence of the individual's desire to participate in higher education, the question of financial solvency is immaterial and to a great extent irrelevant. Many jurisdictions have attempted to increase the participation rate of students from poor families through schemes of loans and/or grants. Often such financial aids have been accompanied by academic upgrading programs designed to overcome in one year the educational neglect of many. A major conclusion reached in the studies which have monitored and evaluated these systems is that greater benefit is conferred upon the children of wealthy parents. Current improvements and developing trends in health care and counselling in the province suggest that early childhood environments of many children are being ameliorated.

2. Geographic Accessibility

586. With an overall area of 412,582 square miles and a population distribution pattern that is characterized by northern sparsity, Ontario's ability to equalize geographic accessibility lies not so much in the creation of more institutions but either in utilizing those forms of educational technology that nullify the distance factor or in providing the traditional forms in innovative settings. By extending the ETV signal across the province, the Ontario Educational Communications Authority will be in a position to provide the technical means for carrying non-formal education into individual homes. The development of a technological framework for disseminating post-secondary education has serious implications for the development of information support systems (such as libraries) for the student. The consortium approach is one that has possibilities for growth even within current budgetary restraint, depending as it does on cooperation between existing institutions to meet the educational needs of communities. Such forms bring to the citizens of small towns the benefits of class instruction and interaction without the accompanying problem of educational empire-building. The Ontario Government has recently endorsed development of the consortium approach in Brantford and Brant County.

3. Linguistic Accessibility

587. As with most issues surrounding accessibility the problem basically is one of social justice. In the case of Franco-Ontarians it is the right of an officially-recognized minority to be educated in the language of its culture. In the case of the native peoples the more fundamental issue of societal survival is at stake. A major factor in improving linguistic accessibility is the need for good communications a factor constantly stressed by both groups.

588. The government has answered the repeated requests of francophone groups in Ontario and the recommendations of committees of inquiry by the recent appointment of an Advisory Council on Franco-Ontarian Affairs. The Council will inform the Minister on matters which concern francophones in all components of post-secondary education. Grants to bilingual institutions have been reviewed and generally improved and supplementary grants to build up French language collections in libraries have been made. The fact remains, however, that in a province the majority of whose population speaks English, truly fluent bilingualism is more frequently found in citizens whose native language is French.

589. What of the problems posed by native peoples' education and the inherent communications gap involved? The Ministry of Colleges and Universities has formed a Task Force on the Educational Needs of Native Peoples to investigate, during 1975, the native peoples own assessment of their educational needs and the measures which they recommend to meet those needs. Of the nine members 5 represent native peoples' associations and 4, ministries of government. A 'grass-roots' approach will be taken with the Task Force visiting areas of Ontario where native peoples reside. Visits will only be made at the invitation of the President of the appropriate native peoples' association.

4. The Age Factor

590. The recognition by government of the lifetime learning style advocated by COPSE has helped spread participation in post-secondary education more evenly throughout the population. The government's encouragement of part-time participation in formal post-secondary education is shown by the following measures which have been introduced over the past three years:

- adjustment of weighting of part-time students in formula calculations
- counting 3 courses as full-time for OSAP purposes
- drafting of improvements to the part-time loan fund
- extension of the part-time bursary fund beyond the pilot project stage.

5. The Sex Factor

591. The attitude towards women in higher education reflects public attitudes towards women in general. Changes in society's concept of women will effect changes in their status as students, staff and administrators. Increasing the participation of women in higher education becomes, then, a matter of changing the attitudes of both men and women and it is a debatable point as to whether legislation alone can accomplish that. It is possible that trends in the economy, such as the recent rapid growth of the service sector where opportunities for women are readily available, will count more towards achieving real equality than can direct intervention by government.[53] From the available data, it would appear that the available pool of talent is not fully utilized in Ontario. In 1969-70 the number of female and graduates enrolled full-time was only 53% of the male total although the numbers of male and female Grade 13 graduands in each of the previous few years had been approximately equal. Participation is even more unequal at the graduate level. In 1969-70 the percentage of masters and doctorates awarded to women was 26% and 10% respectively of the total number awarded.

592. While affirmative action programs might accelerate change, there is evidence that a self-correcting element is entering the picture. The number of women enrolled in professional faculties has increased over the past few years and women are filling more, (relative to men) of the total undergraduate places. Presumably, with time, graduate and staff percentage frequencies will rise as a result of this trend. The immediate question concerns the pace at which such change should occur and whether the tide will turn more quickly under the impulse of government incentives rather than through societal trends.

6. Future Developments

593. What effects are current trends likely to have on equalizing access for future generations? While improvements to student assistance will attempt to make all forms of post-secondary education increasingly accessible, deeper-rooted social inequalities minimize the effectiveness of financial aid. Simply, there is not an even distribution of motivation and preparation. To some extent, this disparity is reduced by the availability of manpower training programs; but although these open the door to worthwhile skills--and perhaps to financially attractive careers--societal attitudes do not place the same stamp of approval upon all post-secondary programs.

594. Within the universities, a liberalisation of the "mature student" clause and an easier acceptance of students with minimal requirements suggests

increased participation. But it may be argued that the effect is not so much to penetrate new socio-economic groups as much as to encourage a greater number of less qualified people from the same socio-economic groups. The drive for more liberal admission in the universities has, ostensibly, been the formula provision which allocates funds in proportion to enrolment. However, since any increased revenue on account of more students is consumed by increased staff and faculty (the ratio of students to faculty has remained sensibly constant during the past few years), the formula cannot be entirely to blame. There is already a greater proportion of students with Grade XIII qualifications choosing to attend the CAATs. This has happened at a time when universities are wooing Grade XIII students to their campuses. Hence, if future university financing were to be less dependent upon enrolment, it is probable that the CAATs might capture more Grade XIII students.

595. The extent to which informal resources will replace institutionalized programs is highly conjectural. Employers look for credentials; and, while libraries, museums and galleries, accommodate increasing numbers of clients, the call for courses and structured programs in "continuing education" does not diminish. The independence of such variables as costs, rewards, personal motivation, the quality of life, the pressures of professional teaching, tradition, social status to name only a few, all preclude finite planning even though the hard data may lure and beckon. All that remain are prognostication and prediction both of which are, in the final analysis, based on "all other things being equal"--and who has ever found them so?

GLOSSARY

1. Advisory Committee on Academic Planning (ACAP): established in 1971 as a committee of The Ontario Council on Graduate Studies to assess and co-ordinate graduate programs.

2. AEFO - L'Association des Enseignants Franco-Ontariens - an affiliate of OTF for Franco-Ontarian teachers.

3. Apprenticeship and Tradesmens' Qualification Act, 1964: is the legislation governing the education of apprentices and the qualifications of tradesmen in Ontario.

4. Association of Colleges of Applied Arts and Technology of Ontario (ACAATO): founded in 1968 to encourage communication within the college system.

5. Church-Related Institutions: those degree-granting institutions which, because of their affiliation with a religious denomination, qualified for only 50% formula grant between 1966-67 and 1972-73.

6. CAAT - acronym for college of applied arts and technology of which there are 22 in Ontario (see Chapter 7).

7. COPSE - The Commission on Post-Secondary Education in Ontario was appointed in 1969 to plan the course of post-secondary education to 1980. Its final report, The Learning Society, was presented in 1972.

8. CPUO - The Committee of Presidents of Provincially-Assisted Universities in Ontario was inaugurated in 1962. Its name was changed to The Council of Ontario Universities in 1971.

9. CUA/OCUA - The Committee on University Affairs which was formed to advise the Minister on university matters was appointed in 1964. Its work was terminated in April 1974 and its advisory functions taken over by The Ontario Council on University Affairs.

10. Council of Regents - was created in 1965 to assist the Minister in planning the development of the CAAT system.

11. County - an administrative district of the province. The county form of municipal government is used in Nova Scotia, New Brunswick, Quebec, Ontario and Alberta.

12. Department of Education - The former name of the Ministry of Education, Ontario.

13. ERAS - The Education Resources Allocation System - a system that emphasizes planning and evaluation as the keys to better management of resources and change.

14. Formula Financing - is the term applied to the manner in which operating grants for post-secondary institutions are calculated. It is based on a system of weighting enrolments (see Chapter 9).

15. FWTAO - The Federation of Women Teachers' Associations of Ontario - an affiliate of OTF for women teachers.

16. Grammar Schools - the early name for secondary schools.

17. Health Sciences Education Committee - comprising members from the two Ministries concerned (Colleges and Universities and Health) its function is to plan for education in the health occupations.

18. ICCC - The Interministerial Cultural Co-ordinating Committee co-ordinates the development of cultural programs in six ministries: Agriculture and Food, Colleges and Universities, Community and Social Services, Education, Natural Resources and Industry and Tourism.

19. MYP - The Government's annual Multi-Year Plan.

20. OAEAO - The Ontario Association of Education Administration Officials - an organization of school board supervisory officers and education business officials.

21. OCSA - The Ontario Committee on Student Awards existed from 1966 to 1974 to advise the Minister in the area of student assistance. A new advisory group is currently being constituted.

22. OCUFA - The Ontario Confederation of University Faculty Associations is the collective voice of faculty members.

23. OECA - The Ontario Education Communications Authority - the organization responsible for educational television in Ontario.

24. OECTA - The Ontario English Catholic Teachers' Association - an affiliate of OTF for English Catholic teachers.

25. OFHSA - The Ontario Federation of Home and School Associations.

26. Ontario Graduate Fellowship Program (OGF) - ran between 1963 and 1973 and was aimed at increasing the human resources for university staffing. It was replaced in 1974, by The Ontario Graduate Scholarship (OGS) program which places greater emphasis on academic achievement.

27. OISE - The Ontario Institute for Studies in Education - the primary educational research institution in Ontario, combining research and graduate studies.

28. OMCC - The Ontario Manpower Co-ordinating Committee operates through the Cabinet Committee on Social Development to formulate manpower objectives, policies and programs.

29. OPSMTF - The Ontario Public School Men Teachers' Federation - an affiliate of OTF for male elementary school teachers.

30. OSAP - The Ontario Student Assistance Program is a joint federal - provincial program providing financial assistance in the form of grants (provincial) and loans (federal) to post-secondary students.

31. OSSTF - The Ontario Secondary School Teachers' Federation - an affiliate of the OTF for secondary school teachers.

32. OTEC - The Ontario Teacher Education College - the Ministry-operated two-campus teacher training institution.

33. OTF - Ontario Teachers' Federation - the "parent" teacher organization to which all teachers in Ontario must belong.

34. Ontario Universities Capital Aid Corporation (OUCAC) - established in 1964 and administered by the Ministry of Treasury, Economics and Intergovernmental Affairs, OUCAC provides capital support in post-secondary institutions by purchasing debentures issued by them for capital projects approved by the Minister.

35. Ontario Universities Program for Instructional Development - operating under the Joint (CUA/COU) Subcommittee on Instructional Development, OUPID is expected to improve the effectiveness and efficiency of instruction.

36. Policy and Priorities Board - has the Premier of the Province of Ontario as Chairman and the Chairman of the Management Board, the minister of Treasury, Economics and Inter-Governmental Affairs, and the Provincial Secretaries for Resources Development, Social Development and Justice as members.

37. Separate Schools - elementary schools operated by a Roman Catholic Separate School Board. These schools are financed by taxpayers who direct their education taxes to the Roman Catholic Separate School Board.

38. Slip-year - is the term applied to the method of calculating operating grants on the basis of the prior year's enrolment rather than on that of the current year.

39. Toronto Normal School - The first formal teacher-training institution in Ontario - founded in 1847.

REFERENCES

PART II Elementary and Secondary Education

1. The great majority of those who speak both English and French have French as their mother tongue.

2. The Role and Structure of the Ministry of Education, Ontario released September 1972 by the Honourable T.L. Wells, Minister of Education.

3. Many programs and services listed in (a) and (b) above are available in both French and English.

4. "Program delivery" is an expression which has come to mean, in Ontario, all aspects of providing school programs to children. Included, therefore, are interpretation of policy, provision of planning and evaluation assistance, implementation of new ideas, provision of finances and so on.

5. Board Supervisory Officers are senior local education officials whose appointments have been approved by the Minister of Education.

6. The change from elementary to secondary generally occurs halfway through the Intermediate Division, i.e. Kindergarten to Grade 8 in elementary school and years 1 to 5 in secondary. Other patterns exist, however, such as combining Grades 7 and 8 as a senior elementary school or combining Grades 7, 8, and 9 in a junior high school. The choice of pattern is left to the school board.

7. The colour of the listing is a characteristic of the particular affiliate and pink is used here for illustrative purposes.

   Pink is actually used by the Ontario Secondary School Teachers' Federation. The other affiliates use different colours but the message is the same.

PART III Post-Secondary Education

1. Norman A. Sisco "Ontario Council of Regents for Colleges of Applied Arts and Technology" in Agencies for Higher Education in Ontario (Toronto: Ontario Institute for Studies in Education, 1974), p. 28.

2. Although they were specifically designed to be community-centred, they were not planned to be community colleges in the American style.

3. "Constitution of the Association of Colleges of Applied Arts and Technology" mimeographed (March 6, 1972), p. 1

4. The College Bibliocentre is now a division of Centennial College. A Management Committee representing ACAATO, offers advice and assistance in its operation.

5. Ministry of Colleges and Universities "Guidelines for Provincial Consultative Committees" mimeographed (January, 1974), p. 1.

6. Statement by the Committee of Presidents of Universities of Ontario Concerning Admission to University of Students from CAATs and Other Non-University Institutions of Post-Secondary Education, (Toronto: May, 1968).

7. Task Force on Industrial Training, Training For Ontario's Future (Ministry of Colleges and Universities, 1973), p. 84.

8. Systems Research Group, The Ontario Colleges of Applied Arts and Technology: Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972).

9. Report of the Minister of University Affairs of Ontario, 1967, p. 10.

10. Less than $5 million was allocated by the government to universities in 1949-50.

11. Ontario Legislature, Bill 68: an Act to amend the Ministry of Colleges and Universities Act, 1971, (Toronto: 1974) p. 3.

12. A formal constitution was adopted on December 9, 1966, under the name of The Committee of Presidents of Universities of Ontario. The name was changed by constitutional amendment (on April 16, 1971) to The Council of Ontario Universities at which time two votes (the President plus one) were given to each member.

13. Committee of Presidents of Universities of Ontario, Campus and Forum: Third Annual Review, 1968-69 (Toronto, 1969) p. 6.

14. Council of Ontario Universities, Stimulus and Response: Sixth Annual Review, 1971-72, (Toronto: 1972), p. 12.

15. The full-time equivalent (FTE) of part-time staff is calculated by dividing the total salaries paid (including graduate teaching assistants) by the average salary for full-time teaching staff at each university.

16. Report of the Committee on University Affairs of Ontario for 1972-73 and 1973-74, p. 16.

17. Report of the Minister of University Affairs of Ontario 1968-69, p. 13.

18. Control is used only loosely in that the amount of the total expenditure depends on the level at which the Basic Income Unit is set.

19. Report of the Committee on University Affairs of Ontario 1969-70, p. 22.

20. Report of the Committee on University Affairs, 1968-69, p. 32.

21. Department of Colleges and Universities, Capital Formula, (1971), p. 7.

22. 100% of course cost is recoverable when eligible students are referred from Canada Manpower Centres.

23. In Ontario there are 5 universities--McMaster, Ottawa, Queen's, Toronto and Western--which form the nucleus of the Province's Health Sciences Centres.

24. Federal/Provincial Fiscal Arrangements Act, 1967, Section 13, (1), (i).

25. Report of the Minister of University Affairs of Ontario 1969-70, p. 14.

26. Department of University Affairs, "Press Release" 1967.

27. Department of University Affairs, "Student Awards: A Statement Prepared in Response to Criticisms presented by the Students' Administrative Council of the University of Toronto" (Mimeo: n.d.).

28. See Committee on Government Productivity, Interim Report Number Three: Report on the Structure of Government and Interim Recommendations to the Executive Council (December, 1971).

29. Report of the Committee on University Affairs of Ontario 1969-70, p. 13.

30. See Committee of Presidents of Provincially Assisted Universities, Post-Secondary Education In Ontario, 1962-70, (May, 1962 revised January, 1963).

31. Address by Hon. William G. Davis given at Kapuskasing on October 11, 1971.

32. Projet de Discours de l'Honourable Jack McNie, Ministre des Collèges et Universités", (Ottawa, November 9, 1973).

33. Task Force on Industrial Training, Training for Ontario's Future (Ministry of Colleges and Universities, 1973) p. 91.

34. This program is known provincially as STIT and has been recently introduced federally as CMITP.

35. The Task Force on Industrial Training, Training for Ontario's Future, (Ministry of Colleges and Universities, 1973) p. 176.

36. Committee on Government Productivity, Interim Report Number Three: Report on the Structure of Government (December, 1971), p. 43.

37. The John Graves Simcoe Memorial Foundation, while not strictly a component of government organization might be included here by reason of its incorporation under provincial statute.

38. News Release. MCU May 15, 1973.

39. The Public Libraries Act, Section 35.

40. Report of the Task Force for Cultural Programme Co-ordination (July, 1973), p. 2.

41. Op. cit., p. 13.

42. J. Gordon Parr, Deputy Minister of Colleges and Universities, Speech to the Annual Conference of the Provincial Committee of Deans/Directors/Chairmen of Continuing Education and Community Services, given at Queen's Park on May 23, 1974.

43. Arts in this case being defined as the arts of the theatre, literature, music, painting, sculpture, architecture or the graphic arts.

44. Ontario Arts Council, Eighth Report, 1971-72.

45. Cabinet Directive for Cultural Policy. MCU Mimeo, n.d.

46. The Honourable James A.C. Auld, "Statement to the Legislature's Standing Committee on Social Development". (May 30, 1974.).

47. L'Honorable Jack McNie, Ministre des Collèges et Universités, "Projet de Discours a L'Occasion de l'Ouverture d'un Colloque sur l'Enseignement Postsecondaire à l'Invention des Franco-Ontariens". (Ottawa: November 9, 1973).

48. The Honourable James A.C. Auld, Minister of Colleges and Universities, "Statement to the Legislature's Standing Committee on Social Development". (May 30, 1974).

49. Commission on Post-Secondary Education in Ontario, The Learning Society (Toronto: Ministry of Government Services, 1972), p. iii.

50. The Task Force on Industrial Training, Training for Ontario's Future (Ontario: Ministry of Colleges and Universities, 1973), p. 22.

51. Select Committee on the Utilization of Educational Facilities, Interim Report Number Three: Openness in Education (Ontario: July 1973), p. 33.

52. J. Gordon Parr "A Little Less of the "Who Pays"....A Little More of the "What For?" in Stoa p. 147.

53. The Ontario Human Rights Code prohibits discrimination on the basis of, amongst other things, sex.

BIBLIOGRAPHY

1. Advisory Committee on University Affairs. Report. Ontario: 1964.

2. Comité franco-ontarien d'enquête culturelle. A Survey of The Cultural Life of Franco-Ontarians. Abridged version. Ottawa: January, 1969.

3. Commission Post-Secondary Education in Ontario. The Learning Society. Toronto: Ministry of Government Services, 1972.

4. Commission to Study The Development of Graduate Programmes in Ontario Universities. Report to The Committee on University Affairs and The Committee of Presidents of Provincially-Assisted Universities. Toronto: November, 1966.

5. Committee on University Affairs. Report, 1967. Ontario.
   " Report, 1968-69
   " Report, 1969-70
   " Biennial Report, 1971/1972
   " Report, 1972-73.

6. Cook, Gail C.A. and D.A.A. Stager. Student Financial Assistance Programs: A Report to the Ontario Committee on Student Awards. Toronto: Institute for the Quantitative Analysis of Social and Economic Policy, 1969.

7. Dupré, J. Stefan and David Cameron, Graeme McKechnie, Theodore Rotenberg. Federalism and Policy Development: The Case of Adult Occupational Training in Ontario. Toronto: University of Toronto Press, 1973.

8. Fleming, W.G. Post-Secondary and Adult Education. Volume IV in Ontario's Educative Society. Toronto: University of Toronto Press, 1971.

9. General Advisory Committee on Industrial Training. Industrial Training. Ontario: 1968.
   Minister of University Affairs of Ontario. Report, 1967.
   " Report, 1968-69
   " Report, 1969-70
   " Report, 1970-71
   Minister of Colleges and Universities. Report, 1971-72.
   " Statistical Summary, 1971-72.

10. Ontario Council of Regents for Colleges of Applied Arts and Technology. Guidelines for Governors: Colleges of Applied Arts and Technology. Ontario: August, 1972.

11. Select Committee on Economic and Cultural Nationalism. Interim Report: Colleges and Universities in Ontario. Toronto: Queen's Printer, 1973.

12. Select Committee on Manpower Training. Report. Toronto: Ontario Legislative Assembly, 1963.

13. Select Committee on The Utilization of Educational Facilities. Interim Report Number Three: Openness in Education. Toronto: 1974.

14. Sheffield, Edward F., ed. Agencies for Higher Education in Ontario. Symposium Series/3. Toronto: Ontario Institute for Studies in Education, 1974.

15. Systems Research Group. Study Papers to Assist in the Formulation of a Policy Position on Manpower Training: Prepared for the Manpower Programs Committee of the Council of Ministers of Education, Canada. Toronto, 1972.

16. Task Force on Industrial Training. Training for Ontario's Future. Ontario: Ministry of Colleges and Universities, 1973.

17. Watson, Cicely. New College Systems in Canada. Paris: Organization for Economic Co-operation and Development, 1972.

18. Wright, Douglas T. Report on the Organizational Structure and Administration of the Ontario College of Art. Toronto: 1968.